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Improvement Plan for residence

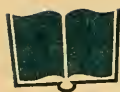
THE COMPREHENSIVE PLAN OF SAN FRANCISCO

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a proposal for citizen review



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improvement plan
for residence

THE COMPREHENSIVE
PLAN OF SAN FRANCISCO

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Improvement plan for
residence : a proposal
1970

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DEPARTMENT OF CITY PLANNING

100 LARKIN STREET • CIVIC CENTER • SAN FRANCISCO • 94102

June 1970

TO THE HONORABLE MEMBERS OF THE CITY PLANNING COMMISSION:

The accompanying report, Improvement Plan for Residence, A Proposal for Citizen Review, represents a real opportunity to review the current state of housing and to discuss opportunities and programs for its betterment.

This report is the fourth and final report of the series which commenced with the Background of Housing Policy, in February, 1969, followed by the second and third reports, respectively, Issues in Housing and the Survey of Housing. Each of these reports has contributed to the preparation of the final report.

The Improvement Plan for Residence was born of a growing awareness by the City, State and Federal governments of the importance of planning for housing. This proposal represents a comprehensive view of the housing market in public and private terms, though its primary emphasis is upon what may be accomplished through public programs. The content of the report reflects the extensive work by the Department's staff during the year of its preparation together with the generous contribution of many agencies and individuals for whom housing is a prime concern.

It is not a final statement. It is intended, as the title states, to be a proposal for citizen review. We therefore recommend that the Commission set aside sufficient time to assure that thoughtful citizen review can take place.

Following what we hope will be an intensive give and take between citizens and their government, this plan, reflecting the process of participation, will be adopted as a part of the new Comprehensive Plan. Even then, it will not be a static document. Because conditions change rapidly, the plan will have to be modified periodically to meet new challenges and to take advantage of new solutions. It will, I believe, be vital, as vital as the subject with which it is concerned.

Sincerely,

A handwritten signature in dark ink, reading "Allan B. Jacobs".

Allan B. Jacobs
Director

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Introduction

General interest in the housing problem has increased during the last decade. As with most major contemporary issues, much has been heard and read about it. Task forces, public hearings, television specials, Presidential commissions and nationwide reports have pointed to the housing crisis and suggested ways to alleviate it. Successful housing programs have been undertaken, but not at a scale adequate to solve the problem. And now, although the housing crisis continues, public attention has been diverted to other issues.

San Franciscans, however, still consider housing of major importance, as do residents of most large cities. Numerous neighborhood improvement associations, tenant organizations and citywide groups have recognized that San Francisco's strength depends greatly on the quality of its residential communities. In response to this concern, the Department of City Planning has prepared this report for citizen review.

PURPOSE

The widespread concern for housing and recent State requirements for inclusion of a housing element in the comprehensive plans of all communities have heightened the need to revise and broaden the existing Master Plan to include guidelines for the improvement of San Francisco's residential areas.

The purpose of this report is to recommend City policies and public programs for residential improvement and development. It is not intended to evaluate or recommend ways for stimulating private financing of housing. Specifically, the Department of City Planning has attempted several tasks in preparing this report for citizen review: to establish citywide objectives for residence and to recommend policies toward achieving those objectives; to suggest a variety of actions and areas suitable for carrying out certain policies and programs; and to identify public program targets to be used in measuring progress toward the objectives.

These recommendations are based upon information analyzed in a series of three housing reports issued recently by the Department. To summarize briefly, the first

Department report presented background information about previous governmental policies toward housing. The second outlined the current issues in housing and explored many questions to be dealt with in a comprehensive plan. The third report presented the most recent data available concerning housing supply and demand based upon a special survey sponsored by the Department. Summaries of the principal findings of these reports are contained in the Appendices.

It should be emphasized that this Improvement Plan has been prepared as a preliminary proposal for citizen review. It contains more than the recommendations of the Department of City Planning. The Mayor's Office, Housing Authority, Redevelopment Agency, Human Rights Commission, Department of Public Works, and Real Estate Department have contributed in making this statement on housing policy more comprehensive and explicit. As a result, policies and recommendations can serve to initiate public review and discussion. They are at a preliminary stage, however, in order to be flexible enough to incorporate any required modifications and additions.

THE HOUSING ELEMENT OF THE MASTER PLAN

Widespread, constructive review of this Improvement Plan for Residence by citizens and organizations is essential because one section of this report is recommended for adoption into the San Francisco Master Plan.

The report is divided into three major sections. First is a brief analysis of housing need in San Francisco. It provides background material summarizing the findings of the first three reports in the housing series and bringing together other relevant information from sources such as the U.S. Census.

The second section of the report is the most critical. It presents a series of residential objectives and policies which are intended, after review and revision, for adoption as the Housing Element of the San Francisco Master Plan. After adoption, the objectives and policies would establish a general direction for residential development and improvement in San Francisco. Furthermore, the inclusion of a housing element in the Master Plan is necessary to satisfy recent State requirements which affect the City's eligibility for Federal funds.

Linked to the objectives and policies are specific recommendations for improving and expanding the supply of housing. These specific program, site and target recommendations are in the third section of this report. Their

separation from the Master Plan element indicates their shorter-range, programmatic nature. They should be reviewed and updated every two years, while the objectives and policies are more durable and require reassessment less frequently. The two year period requires a commitment to an on-going process of review of City housing policy, based on changing conditions and actual progress.

RELATIONSHIP TO COMPREHENSIVE PLANNING

The Department of City Planning is initiating a new planning and development process which involves revising the Master Plan and reorganizing comprehensive planning. This process is divided into five components: objectives and policies, improvement plans, development strategy, area planning and development programming. The first phase, policy development, establishes longer-range objectives and policies to guide the city in terms of eleven planning elements: residence, recreation, urban design, education, social services, health care, public safety, commerce, industry, manpower, and transportation. Improvement plans translate these longer-range objectives and policies into shorter-term programs and measurable targets, to the extent possible. Development strategy assigns priorities to city-wide actions and allocates public resources as necessary to carry out program recommendations. Area planning enables the interests and needs of community groups to be incorporated into public programs for their neighborhoods. Development programming is the scheduling and guiding of specific, detailed projects, both public and private.

This preliminary Improvement Plan for Residence is the first major product of the new planning and development process. It represents the first two components of the process: longer-range objectives and policies have been formulated, and, using these as guidelines, shorter-term programs, areas and targets have been identified to make progress toward the objectives explicit and measurable. San Franciscans, their elected officials, and public agencies should review and revise this Improvement Plan and then use it to guide housing development in San Francisco.

Housing Market and Need

Three significant factors affect San Francisco's ability to satisfy its housing objectives: the private nature of housing, the regional context of the local market, and social need as opposed to purely economic considerations of demand.

Nature of the Housing Market

Housing has been and is likely to remain a private, not a public, resource in the United States. In San Francisco, where about 98 percent of the existing housing stock is privatel, the private market will continue to build, manage and own the vast majority of housing units. Because the private market is the greatest source of housing, national trends are significant.

Certain characteristics of the housing industry and of the housing unit help explain the complexity of the market and the current shortage, both nationwide and in San Francisco.

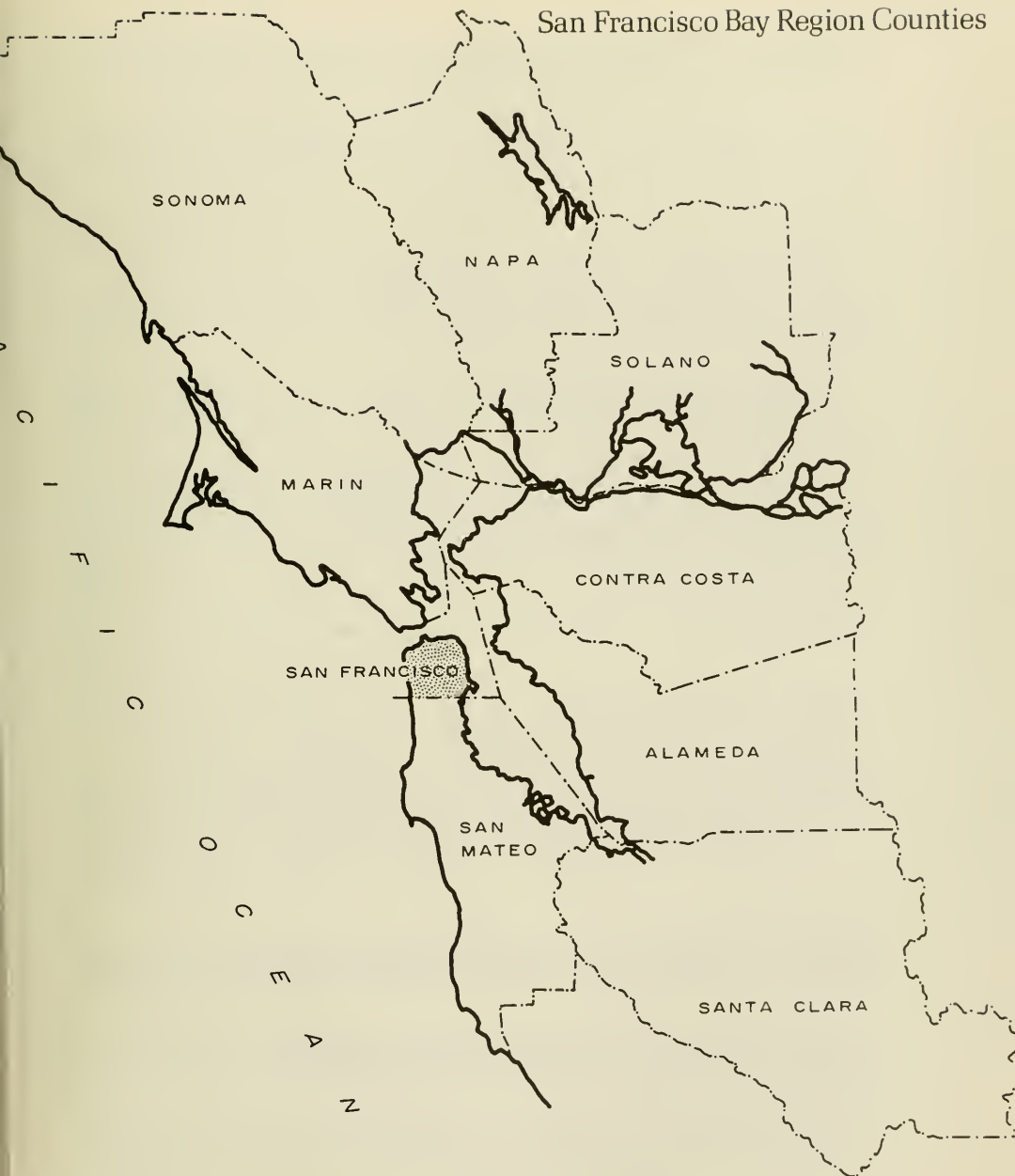
Housing needs sites, and nearly everywhere land is subject to control by various political entities which impose regulations such as zoning, density requirements and subdivision standards. The need for a fixed location creates a reliance on localized demand and occupancy patterns. Once built, a home cannot be easily moved from its immediate site.

Housing is extremely durable; its construction is a long-term investment. The existing stock predominates in the market, and any changes through rehabilitation, remodeling or new construction are gradual.

Periodic fluctuations in construction, caused by seasonal weather changes, sporadic credit and the dominance of the existing housing stock, tend to discourage large inputs of capital and the assembly of large permanent staffs of craftsmen, designers and brokers. These fluctuations encourage the present system, in which most contractors build

¹Total 1969 stock - 331,565 units; total subsidized - 7,534 units (2.3%), including permanent public housing - 5,828, leased public housing - 882, moderate-income - 824.

San Francisco Bay Region Counties



only a few structures each year and only a few large-scale construction operations exist.

Assembly-line construction could overcome some of these difficulties, although local building codes in many parts of the nation prevent this type of construction on a scale large enough to be economic. In California, local codes will no longer be the problem. A Factory-Built Housing Bill (AB 1971) will soon go into effect which will take precedence over local codes and permit certain types of factory-built housing. This probably will not have a major impact in San Francisco because of the high cost of land and the shortage of large, flat sites where a large number of units could be developed.

Some of the aspects of housing as a consumer good and of construction as an industry account for the current cost increases and for shortages, especially in urban areas, of units inexpensive enough for low- and moderate-income families to buy or rent. Land is generally scarce and expensive in the cities. Regional differences in taste and custom inhibit assembly-line construction. Financing is growing more expensive, and lenders are reluctant to invest in some urban areas.

Regional Trends

One hundred years ago, the population of the Bay Area numbered 265,000 persons, 60 percent, or 149,000, of whom lived in San Francisco.¹ Today, according to the latest estimates by the State Department of Finance, the city's population (706,000)² is only 15 percent of the nearly five million population estimated for the nine-county Bay Area.³

Although San Francisco's numerical share of population and housing has declined in relation to the region, its

¹Source: Scott, Mel, The San Francisco Bay Area: A Metropolitan in Perspective, University of California Press, 1959, p. 50.

²This provisional estimate was used because it is consistent with the Bay Area total used by the Association of Bay Area Governments (ABAG).

³Advance Report, California County Population Estimates, Population Research Unit, Department of Finance, State of California, Sacramento, 1969.

share of housing problems, especially those associated with low-income and minority families, has increased. The following figures from the Regional Housing Study of the Association of Bay Area Governments (ABAG) point out the discrepancies between San Francisco and the region in terms of the housing problems that the central city faces.

HOUSING STOCK

With slightly less than 20 percent of the total stock of Bay Area housing, San Francisco had 40 percent of the multi-family units and 10 percent of the single-family units in 1966. This measurement, coupled with the 1960 city population density of 16,307 persons per square mile and the Bay Area average of 520, tells of a densely populated central city in which two of every three households live in apartments, set in a region of single-family, detached homes.

The city is growing even denser; between 1960 and 1966 the major growth occurred in multi-family units, which accounted for 10.5 percent of the multi-family growth in the entire region. However, San Francisco lagged behind the region in net growth. Construction in the city for the past three years has been minimal. Given the earlier density figure, the slowdown of construction activity in the late sixties probably retarded even more drastic changes in the density of parts of the city.

CONDITION AND AGE

According to the last available condition data collected for the Bay Area as a whole (1960 Census of Population and Housing), the percentage of substandard units in San Francisco's inventory (approximately 18 percent) was nearly a third again as much as that of the region (13 percent).

In terms of age, 75 percent of San Francisco's units were in structures 25 years old or over in 1966, while only 30 percent of the units in other Bay Area counties fell into that age category.

These figures add another dimension to the picture of San Francisco in relation to the region. While the housing stock in San Francisco is generally good, the stock outside the city tends to be sounder and newer. Given the fact that housing is extremely durable and unlikely to be rapidly replaced, San Francisco's stock may need more immediate attention than that of the region as a whole.

Table 1
INVENTORY OF HOUSING UNITS
 San Francisco and Bay Area
 April 1960, April 1966

	Inventory April 1960	Additions 1960 thru 1965	Losses 1960-1966	Inventory April 1966
<u>San Francisco</u>				
Single family	110,236	3,360	1,289	112,307
Multi-family	<u>200,300</u>	<u>19,776</u>	<u>2,781</u>	<u>217,295</u>
Total	310,536	23,136	4,070	329,602
<u>Bay Area</u>				
Single family	868,280	144,587	9,128	1,003,739
Multi-family	<u>389,326</u>	<u>174,575</u>	<u>13,459</u>	<u>550,581</u>
Total	1,257,645	319,162	22,587	1,554,220

Source: Regional Housing Study, Association of Bay Area Governments, October 1969, Table 3.1

Table 2
INCREASES IN HOUSING UNITS
San Francisco and Bay Area
 1960-1966

	Net Increase	Percent Increase
<u>San Francisco</u>		
Single family	2,071	1.9%
Multi-family	<u>16,995</u>	<u>8.5</u>
Total	19,066	6.1%
<u>Bay Area</u>		
Single family	135,459	15.6%
Multi-family	<u>161,116</u>	<u>41.4</u>
Total	296,575	23.6%
San Francisco's percent of total Bay Area net increase:		
Single family	1.5%	
Multi-family	<u>10.5</u>	
Total	6.5%	

Source: Regional Housing Study, Association of Bay Area Governments, October 1969, Table 3.3

PUBLIC HOUSING IN THE BAY AREA

In 1965, the Bay Area contained about 9,600 units of permanent public housing. Of these, nearly two-thirds were located in San Francisco. No other single community in the Bay Area had so many units of public housing; Oakland, at that time, came closest with slightly over 1,400. This housing profile accents the regional role and problems borne by San Francisco. This is not to say that San Francisco's efforts to supply low-income housing should diminish, but that other municipalities' efforts should increase.

REGIONAL COORDINATION

The nine Bay Area counties have, over the years, become more intimately linked, as they have increased in population, grown more urban, and acquired the problems which accompany that growth. The urbanism of the Bay Area began with the Gold Rush of 1849, the single event that put California on the national map and focused international attention on San Francisco. But the hundred and twenty years since that time have produced disconcertingly little sense of a united region.

The first attempts at regionalism occurred in the fields of transportation and water supply, each with immediate problems. Special, limited authorities have been created to meet other problems, with varying degrees of success.

Most recently, the need for mass rapid transit, the danger of indiscriminate Bay fill and environmental pollution have commanded a share of regional attention and cooperation. Other issues, especially the distribution of governmental services and equitable payment for these services on a region-wide basis, have not been resolved yet.

The functions of the Association of Bay Area Governments (ABAG), a confederation representing the nine counties, have largely been limited to coordination of some programs and the preparation of a regional comprehensive plan. Recently, this agency published a report of significance to the individual counties and cities of the Bay Area, its Regional Housing Study. The most important single conclusion reached in this report is that housing is, indeed, a regional issue.

The implication of that ABAG conclusion is that all the counties share housing problems and participate in a common market. No one city dominates the market, and thus no single city can effectively control it. Nor can any single city deal with its problems effectively; the larger the city,

Table 3

AGE OF DWELLING UNITS: 1966
San Francisco and Bay Area

	1960-65			Pre 1940	Total
Constructed	Less than	1950-59	1940-49	More than	1966
	6 yrs.	6-15 yrs.	16-25 yrs.	25 yrs.	(100%)
San Francisco	6.9%	7.9%	10.4%	74.8%	329,602
Bay Area	20.2%	26.9%	14.2%	38.7%	1,578,193

Source: Regional Housing Study, Association of Bay Area Governments, October 1969, Table 3.10

Table 4

PERMANENT PUBLIC HOUSING UNITS
San Francisco and Bay Area, 1965

	Public Housing Units	Percent of Total
San Francisco	5,974	62%
Rest of Bay Area (8 counties)	<u>3,636</u>	<u>38%</u>
Total	9,613	100%

Source: Regional Housing Study, Association of Bay Area Governments, October 1969, pp. 90-91

the less able it is to do so. In fact, the small cities, unincorporated areas and villages of the region may be in a better position to cope than the larger communities, simply because they are too small to feel the problems, or because they can effectively exclude them.

In the 1970's, the large central cities of most metropolitan areas will probably not be able to depend upon their own efforts to solve a number of problems lying within their political boundaries, and one of the most urgent of these is housing. The autonomy and the apparent power conferred by size are largely illusions, because the magnitude of urban problems far exceeds the resources of the most populous cities. The growth of poor urban populations, needing additional services from government, the shortage of housing in central cities, the lack of adequate mass transportation to make outlying residence and employment available -- all these factors defeat even the most heroic efforts by individual cities.

Like other cities which have come to recognize that independence of action may not be productive, San Francisco recognizes the need for participation of all communities in the Bay Area to solve housing and employment problems. The Board of Supervisors recently passed a resolution indicating the City's concern. The Board endorsed the "concept of a Bay Area agency whose function is to locate and plan for new locations for low- and moderate-priced housing and business development in the region". The Board suggested that it was the responsibility of local government "to plan for the future to avoid the intensification of the social problems which have plagued the cities". (Resolution No. 89-69)

The resolution eloquently states the predicament of the central city. With its present resources, San Francisco cannot provide the preponderance of housing and services needed by low- and moderate-income families. Recognition of the regional nature of the problem, and realistic steps toward its solution, must accompany any local plan for housing. To do otherwise would be unwise and, ultimately, self-defeating.

Housing Need

It would take considerable commitment of funds to do a complete analysis of the need for housing in San Francisco. A field survey would be necessary to determine the actual number of households paying more than 20 percent of their incomes for housing units which are considered substandard or overcrowded. These factors taken together with size of

household, are without doubt the best measure of housing need. Since this information does not exist, an outline of the exact number of units needed in certain size and rent categories has not been presented in this report.

There are, however, many indications of the need for housing found in certain trends in condition, income, overcrowding and unmet demand. There is recognition of the possible fallacies inherent in use of 1960 Census data. But, fortunately, that information does not have to be relied upon completely. San Francisco has a recent survey of vacancies, resident attitudes and rent levels which will aid in the analysis of demand for housing. Another survey, which includes just over half of the units in the city, was recently taken by the Bureau of Building Inspection. Although this survey was of necessity limited, it provides an indication of the general location of substandard buildings in the city.

The results of the 1970 Census will have limited use in making more up-to-date estimates of housing needs. But it is important to recall that nearly ten years ago San Francisco had 18 percent of its housing stock classified as substandard. While this figure undoubtedly has been reduced in the past decade through a variety of public and private actions, recent surveys which found over 2,000 multi-unit structures with serious code violations, make it clear that major efforts must continue to improve the quality of housing.

The need to add to the housing supply is supported by several factors, including the very low vacancy rate in all housing types as well as the growing waiting list for public housing.

There is always the need for more and better information, and efforts must continue to measure accurately the extent of San Francisco's housing needs. But in the meantime, analyses of housing need, such as the one that follows in this report, should serve as a basis for the development of housing policy.

RENTS AND VACANCIES

The "Survey of Housing" recently released by the Department indicated that apartments are scarce in San Francisco: the citywide vacancy rate was only 2.3 percent, when 4 to 5 percent is considered necessary for normal population movement. The survey found even fewer vacancies in the lower-rent categories -- most units available rented for more than \$100 a month. It concluded: "There is a

Table 5
RENT INCREASES AND VACANCY RATE
San Francisco, 1966-1969

Survey Area	1969 Vacancy Rate	Percent of Rent Increase from 1966-1969		
		Studio	1-bedroom	2-bedroom
1. Outer Richmond	0.90%	18%	12%	15%
2. Inner Richmond	2.56	8	26	10
3. Marina- Pacific Heights	1.17	14	19	26
4. Northeast	1.26	16	35	5
5. Downtown	5.31	5	9	42
6. Western Addition	1.96	30	27	8
7. Buena Vista- Twin Peaks	2.53	12	28	3
8. Inner Mission	1.58	4	22	36
9. W of Twin Peaks- Sunset	0.65	36	19	25
10. Potrero- Bayshore*	2.79			
11. South of Market*	0.00			
12. Bernal Heights- Outer Mission*	0.73			

*Rent increase data not available.

Source: Survey of Housing, San Francisco Department of City
 Planning, 1969, pp. 10-17.

Housing Survey Areas



serious shortage of private and public low-cost housing for large, low-income families, senior citizens and college students."¹ The survey also found that rents for private housing are much higher than in 1966, with increases running as high as 20 to 40 percent in three years.

Another survey finding indicated that more than 32,000 households in San Francisco may be paying too much for rent. This judgment was based on the number of rental units available at 20 percent of the poverty level income, \$4,000 a year or less.

While this figure does demonstrate a need for lower-rent units, it should be viewed as an approximate, not an exact, number. "The idea of committing a fixed amount of income for shelter needs should not be considered a 'must'. Shelter is but one factor in the family budget, and other needs such as education, medical care, transportation or recreation may claim greater priorities."²

Both upper- and lower-income households have difficulty finding housing suitable for their income ranges, the report concluded. "Approximately 4.6 percent of all vacant units rent for less than \$90 per month, and 12.8 percent for \$200 or more. The household with very low and the household with very high rent-paying ability may face a more limited range of choice of apartment units."³

HOME OWNERSHIP

Several trends indicate the difficulties in finding housing for families, no matter what their incomes.

First, it is hard to buy a home in San Francisco without an annual income above \$15,000. This difficulty is caused by scarce land, spiraling costs and lack of available financing for home ownership.

Second, the rate of construction of single-family homes has been declining in the city. Between 1960 and 1968, only 3,643 of the total 25,839 new units constructed were for single families. During the same time period, 5,219 units

¹Survey of Housing, p. v.

²Survey of Housing, p. 34.

³Survey of Housing, p. iv.

were demolished, 29 percent of which were one-family structures. These figures demonstrate that single-family homes are being replaced in San Francisco by apartment houses, often units for singles and childless couples.

Third, even if a family could find a suitable home in San Francisco, increasing property taxes are making homeownership a heavier burden. It is essential to note, however, that taxes have not increased to the extent indicated by the rate because special exemptions have been granted to homeowners.

REGIONAL MARKET

These trends combined with the housing shortage have led the Association of Bay Area Governments (ABAG) to study the regional housing market. In a recent report, ABAG suggests that there are two sources of imbalance in the regional market: First, although the supply of low-rent units exceeds the total demand by low-income families, many of these units are in outlying parts of the region where few people live and where transportation and employment opportunities are lacking. Second, the study suggests that many middle-income families are paying less than the 20 percent "standard" for rent, and by renting units for less than they should pay, according to that standard, they are, in effect, using units that might otherwise be available for lower-income households. Middle-income consumers, however, cannot be expected to pay for higher rent units when they have chosen satisfactory lower rent units.

PUBLIC HOUSING

San Francisco is currently supplying almost two-thirds of the permanent housing units in the region. But that amount is not excessive. There are still only about 5,800 such units in the city, representing less than 2 percent of the total stock. The magnitude of the waiting list gives some indication of the need for low-rent housing: 2,307 families and 3,012 elderly individuals are on the list.

In San Francisco, the need for standard housing for low-income single-person households is acute. In 1960, 61 percent of all the households earning less than \$4,000 per year were single persons. Furthermore, nearly two-thirds of the occupants of substandard housing in the city were single persons, both elderly and non-elderly. Over half of the households on the waiting list of the San Francisco Housing Authority consist of elderly individuals. For the

Table 6

DISTRIBUTION OF LEASED AND PERMANENT PUBLIC HOUSING UNITS

PLANNING AREA	EXISTING UNITS		Total
	Conventional	Section 23 Leased	
1. Richmond	--	25	25
2. Marina	98	5	103
3. Northeast	749	5	754
4. Downtown	--	370	370
5. Western Addition	1,095	160	1,255
6. Buena Vista	170	71	241
7. Central	--	11	11
8. Mission	546	81	627
9. South of Market	641	4	645
10. South Bayshore	1,346	37	1,383
11. Bernal Heights	282	15	297
12. South Central	790	115	905
13. Ingleside	--	22	22
14. Inner Sunset	110	7	117
15. Outer Sunset	<u>--</u>	<u>6</u>	<u>6</u>
TOTAL	5,827	934	6,761

Source: San Francisco Housing Authority, April 1970.

Planning Areas



low-income, non-elderly person, however, no housing assistance is available under existing Federal regulations. The scope of present housing programs needs to be expanded so that both new and rehabilitated housing can be made available to low-income, single persons who cannot find or afford adequate housing in the private market.

The Leased Public Housing Program is having difficulties which further indicate need for low-rent units. Although 1,500 units were authorized by the Federal government, leases for only about 935 have been executed. Many San Francisco landlords choose not to have public housing tenants, even though rents and maintenance are guaranteed by the Housing Authority. Low vacancy rates have created a "landlord's market"; owners refuse to negotiate leases because many feel public housing tenants are less desirable and because they can usually command a higher rent on the open market. Further, many of the Section 23 leases that have been executed are in areas of the city with large concentrations of permanent public housing.

CODE VIOLATIONS

About 60 percent of the dwelling units in San Francisco are within the jurisdiction of the Division of Apartment and Hotel Inspection (DAHI) of the Department of Public Works, which is responsible for insuring that multi-unit residential buildings and hotels are in compliance with City codes. In 1968, DAHI did a brief survey of these 17,200 structures to determine priorities for code enforcement. The survey, while limited, can be used to show neighborhoods which have sub-standard buildings, another indication of housing need.

Major emphasis in this survey was upon the two deficiencies considered to be the most serious fire dangers: illegal occupancy and lack of proper egress. Structures having either of these violations were designated "priority one" for purposes of code enforcement. For structures so designated, other violations of City codes were not listed. (See Appendix for list of violations used in survey.) Using only these two deficiencies as criteria, however, about 12 percent of the city's multi-unit structures were shown to be below standard. While the precise number of units is not available, an estimate can be made that these 2,043 buildings contain about 20,000 units.

This survey also showed which neighborhoods have concentrations of buildings with these two deficiencies: Downtown, Western Addition, Buena Vista (Haight-Ashbury),

Table 7

STRUCTURES WITH ILLEGAL OCCUPANCY OR LACK OF PROPER EGRESS
(Priority One Structures)

Planning Area	Priority One Structures	Total Structures	Priority One as a % of Total
1. Richmond	163	1,951	8.4%
2. Marina	155	1,882	8.2
3. Northeast	232	2,490	9.3
4. Downtown	124	858	14.5
5. Western Addition	559	1,958	28.5
6. Buena Vista	413	1,672	24.7
7. Central	77	1,493	5.2
8. Mission	146	2,052	7.1
9. South of Market	85	452	18.8
10. South Bayshore	14	84	16.7
11. Bernal Heights	30	240	12.5
12. South Central	7	222	3.2
13. Ingleside	5	142	3.5
14. Inner Sunset	24	659	3.6
15. Outer Sunset	<u>9</u>	<u>322</u>	<u>2.8</u>
TOTALS	2,043	16,477	12.4%

Source: Division of Apartment House and Hotel Inspection,
Bureau of Building Inspection, 1970 (preliminary
figures).

South of Market, South Bayshore and Bernal Heights are above the citywide average of 12.4 percent.

The pressures of the housing shortage encourage addition of illegal units without building permits. The precise number of these units is difficult to determine, but area surveys have indicated that they are widespread. For example, a survey done in preparation for a Federally Assisted Code Enforcement (FACE) project in the Western Addition showed that, of the 164 units on the study block, 46, or 28 percent, were illegal. Although the block surveyed was in relatively poor condition, code enforcement officials thought that illegal units would be almost as prevalent in the rest of the area.

On a citywide basis the experience of code enforcement officials indicates that illegal units tend to be of two types: First, where poorer people live, flats have been divided into two or more illegal, smaller apartments; sometimes one or more families live in a single room. Second, "mother-in-law" apartments are often added illegally in single-family neighborhoods.

HOUSING NEED OF WELFARE RECIPIENTS

Distribution of the almost 39,000 welfare cases in the city gives some indication of the condition of housing. There is no proof that all welfare clients live in substandard housing; therefore, the entire number of clients cannot be used as a guide to housing needs. However, recent court action supports the contention that at least a portion of those clients -- 13,200 Aid to Families with Dependent Children (AFDC) cases -- both live in inadequate housing and pay a disproportionate amount of their incomes for rent. The same condition probably also applies to a portion of the remaining 26,000 elderly, disabled, and blind recipients of public assistance.

The Superior Court has ordered that California rent allotments for AFDC be raised to the minimum set by the Federal Department of Health, Education and Welfare (HEW) for safe, healthful housing. The HEW estimates for San Francisco are from \$100 for one person to \$225 for ten persons. These appear low, considering the state of vacancies in San Francisco; however, compared to \$52 for one person and \$82 for ten,¹ which are the current San Francisco

¹Source: San Francisco Department of Social Services, January 1970.

Table 8
DISTRIBUTION OF PUBLIC ASSISTANCE CASES BY PLANNING AREA
San Francisco

Planning Area	Old Age Security	Blind Aid*	Aid to Totally Disabled	AFDC**	Total
Richmond	1,478	66	455	503	2,502
Marina	415	17	166	120	717
Northeast	1,831	52	615	425	2,923
Downtown	2,539	93	1,789	230	4,651
Western Addition	1,418	88	1,552	2,192	5,250
Buena Vista	843	48	837	1,346	3,074
Central	778	31	360	728	1,897
Mission	1,690	73	1,144	1,850	4,757
South of Market	374	13	420	772	1,579
South Bayshore	426	25	488	1,838	2,777
Bernal Heights	486	20	303	756	1,565
South Central	1,001	66	491	1,360	2,918
Ingleside	578	24	406	674	1,682
Inner Sunset	484	30	456	193	1,163
Outer Sunset	746	38	262	250	1,296
Total	15,087	684	9,744	13,237	38,752
Other Locations	4,376	83	1,442	521	6,422
Grand Total	19,463	767	11,186	13,758	45,174

Source: San Francisco Department of Social Services,
August 1969.

*Aid to potentially self-supporting blind included in blind aid.

**Aid to Families with Dependent Children.

AFDC maximums, the HEW rent levels are realistic. Nevertheless, these standards merely determine the estimated need and do not change the maximum grant amounts set by State law.

According to San Francisco Department of Social Services data, only 5,000 of the 13,200 inadequately housed AFDC families would qualify for any rent allowance increase; the others are either receiving the maximum welfare grant or paying rents which are lower than the HEW standards because they reside in public housing.

These increased welfare allotments may have several effects in terms of housing quality. First, in a tight housing market, increased allowances may just mean increased rents, without improved housing. Second, with more funds, the welfare clients may be more able to compete with moderate- and middle-income families. Third, the ruling may mean that welfare families will be free to live in standard housing in good neighborhoods. This last can occur only if the families find standard accommodations of the correct size, if they are partially employed, and if they overcome discrimination against welfare clients, minorities and children.

CONSTRUCTION TRENDS

The 1965 Community Renewal Program (CRP)¹ estimated that 3,400 new units should be built each year in San Francisco to replace substandard housing units; at least 725 of those were to be subsidized for moderate-income families. New housing starts, however, have fallen short of the estimates each year since then. The Department of City Planning report, Changes in the Housing Inventory, 1968, summarized the deficiencies in the city's new housing starts since the CRP: In the last two years, private construction has averaged 1,300 units per year, or 2,100 units per year short of the volume estimated by the CRP to be required to upgrade and improve the housing stock. Housing suitable for families with children has been built only in limited quantities because of the scarcity of land and high costs of construction. The most recent Department of City Planning Housing Inventory report indicates that new construction in 1969 was similar to that of the two previous years. Only 1,365 units were added to the inventory. There also was a tendency towards increasing density of housing units. As in the years past, fewer structures account for more units. In

¹A Department of City Planning assessment of CRP targets is summarized in Appendix E.

1960, the average number of units per structure was 2.54; in 1969 it was 7.00. In the intervening years there is an almost regular procession of this ratio upward, indicating the change in emphasis on structural type.

CONCLUSIONS

As was stated earlier, without adequate information a full assessment of need cannot be made in terms of numbers, sizes and price levels. The material contained in this section does, however, indicate the trends in housing need and implies directions for public actions to remedy this need:

- There are few vacant units.
- Most vacant units are not low rent.
- Rents are increasing.
- Home-ownership is becoming increasingly difficult and expensive.
- Single-family homes and other family housing units are gradually being replaced by small apartments for single people and childless couples.
- Many low-income households are paying more for shelter than they should. Over 30,000 of the households having incomes of less than \$4,000 a year pay over 20 percent of their incomes for housing.¹
- At least 20,000 units are in structures with serious code violations.
- The Housing Authority has a long waiting list.
- Welfare families generally receive inadequate rent allowances.
- The rate of new construction, both private and subsidized, has not met the minimum set by the Community Renewal Program.

¹Survey of Housing: Housing Report 3, 1969, p. 36.

Fundamental Assumptions

San Franciscans are fortunate, so many of their neighborhoods are handsome and filled with vitality, the very qualities which attract people to the city. But accommodation of everyone who wants to live and work here would harm the very magnets which attract them. Significantly higher residential densities would require more schools, more libraries, more policemen, more health facilities, more parking spaces and more parks. Intensification of downtown also requires more public services.

In contrast with its downtown, San Francisco's residential areas have not been growing very fast. New residential construction over the past decade has increased the housing stock by only about seven percent, and even that trend is slowing. Construction peaked in 1964 and has been declining since. Lack of suitable land, spiraling price increases and scarce financing for home mortgages have combined to slow the growth rate of the city.

The total population is not likely to increase substantially, although the kinds of people who live here may well change. Part of this change has come about as families are replaced by single people -- a trend that should be slowed. Families are of value for the population diversity and economic balance they provide.

Despite the value of retaining families, there should be no direct controls to limit population. Anyone who can find the space should be able to live here, but the nature of the housing available will create indirect controls. Since the total stock of family housing has diminished over years, it will be especially important for public programs to emphasize the preservation and construction of units for this purpose.

The assumption that the city should not get much bigger does not preclude some adjustments. San Francisco will continue to change over the years through a series of private actions. Moreover, public programs will need to seek locations for increasing residential development, stressing family housing wherever possible.

GOVERNMENT INVOLVEMENT

Housing is a product of the private market, but the shortage of units for middle-income families and for the poor shows that the market alone cannot correct social and economic problems. That the government must intervene has

already been decided, and intervention, if done carefully, can help. The difficult questions are: How and where should government intervene? Where are the best leverage points for public programs? And how can scarce public resources best be used?

Indiscriminate development can greatly diminish San Francisco's unique assets; it is no longer wise to encourage building mainly to increase the tax base. Development, unguided by community goals and priorities, is a luxury the city cannot afford. Technology and newness can deceive; they are not necessarily signs of progress.

There must be a continual review of residential development to insure balance in the growth of the city. The current circumstances suggest a greater need for government subsidy of housing for those with low and moderate incomes. Public intervention is needed, also, to prevent discrimination. The public must also apply minimum standards to insure that social change in residential areas is not followed by physical deterioration.

HOUSING AND THE ENVIRONMENT

Housing is part of the whole urban setting. A house or apartment must be considered in the context of its neighborhood -- the available shops, schools, parks, movie theaters and restaurants.

Technology will bring about changes in the environment. The Bay Area Rapid Transit (BART) system is a good example: it will bring new ease of movement which will support and encourage more intensive residential uses at some locations. These intensifications can be predicted and should be carried out under public controls.

San Francisco is not the suburbs, and it need not compete with them. The city should not strive for uniform neighborhoods or homogeneous people. Instead, there is a need to protect that precious diversity which gives the city life.

Striving for diversity means, for example, that it is not desirable to have large blocks of public housing which create ethnic and economic enclaves. It means future public housing projects must follow the example of recent developments and be well designed, small in size and in scale with the surrounding neighborhood.

It also means completion of current housing programs. Moreover, it means there is no further need for large-scale concentrated clearance of residential areas or massive displacement of people. Substandard units are no longer concentrated in large blighted areas and the powerful tools of urban renewal should now be used to preserve and enhance existing neighborhoods and to convert marginal, nonresidential land to residential uses.

It means the housing and building codes will become increasingly important tools in the maintenance of housing quality and community environment. Systematic code enforcement in entire neighborhoods should be emphasized, especially when financial assistance can be offered to property owners and when public improvements can accompany the projects.

THE REGION

It is clear that the housing problem is regional. Building entire new communities, with employment, services, and housing for all income groups, is part of the solution. If they are developed at a sufficient scale, new communities can have considerable potential for easing the housing shortage, reducing unemployment, and breaking down discrimination. This potential will be best used if new communities are integrally linked with improvement programs in San Francisco, Oakland, and Richmond. New communities can be used to offer another choice to those now living in unsuitable housing and to those without adequate jobs.

New communities are, however, only a partial solution, and a distant one. Suburban municipalities should begin now to provide both jobs and housing for low- and moderate-income people; a variety of means are already open. Existing vacant units can be immediately leased for use by low-income families without a voter referendum or a lengthy construction period. Over the long run, suburban cities and counties should begin programs to inform citizens about the need for low-rent units and to authorize construction of permanent projects. More vigorous enforcement of existing fair housing legislation will open suburban units to some now barred by noneconomic discrimination. Land in the suburbs is cheaper than urban sites -- a perfect opportunity to test technological advances in the production of low-cost housing. New job opportunities are opening up in the suburbs; municipalities can guide the development of low- and moderate-priced housing adjacent to employment, thus increasing chances for both work and homes for people in inner cities. These measures are achievable now, but State and Federal action

appears necessary to require the suburbs to provide more housing for low- and moderate-income families.

FEDERAL AND STATE GOVERNMENTS

Federal and State aids are crucial to solving city problems. The Nation must be mobilized on a massive scale to provide housing needed over the next decade. To accomplish this task, some Federal resources must be shifted to housing and city development. More important than shifting resources will be a reordering of national priorities. The Nation must decide that providing housing and a healthful environment is urgent and worthy of concentrated efforts. The Nation has the capability equal to the task, but its potential must be fully exploited to meet the national housing goal set forth by the Presidential Committee on Urban Housing: 26 million units by 1979.

PARTICIPATION

Meaningful arrangements must be sought to accommodate citizen views in the planning process. The problem, as often stated, is not really that government does not work. Given enough resources, public support and commitment, the government can perform remarkably well. Governmental agencies and legislative bodies need to respond more quickly to changes in public perception of goals and policies. A part of the problem, though, is that communities overlap and goals conflict. Untangling the confusion is a delicate, difficult and continuous process. A mechanism is needed which is both honest and effective and which will work in this political system. Whatever the mechanism, it must have access to the city government, not for control, but for communication.

Objectives and Policies for Residence: San Francisco Master Plan

This section of the report presents a series of guidelines for residential improvement in San Francisco. Five basic objectives and a series of policies for achieving the objectives are recommended. After necessary changes are made as a result of citizen review, this section of the report will be presented to the City Planning Commission for adoption as the housing element of the San Francisco Master Plan. As such, it is the most critical and important section of this document.

A central purpose of the Improvement Plan for Residence is to formulate clearly defined objectives and policies for public review, modification, and agreement. The basic policies proposed in this section are intended to provide both citizens and public officials with a general guide for decision-making. Policy guidelines for residential development, once agreed upon, will set a precedent for decisions and make priorities more explicit during the course of programming housing improvement.

Not all policies recommended are new. Some have existed or have been implied in various public programs. Some existing policies have been revised, and new policies have been proposed where appropriate. After public review and revision has been completed, this important section of the Improvement Plan will serve both as a framework for long-range, consistent planning, and as a basis for daily decisions in housing.

Objective 1

MAINTAIN THE QUALITY AND DIVERSITY OF SAN FRANCISCO'S RESIDENTIAL COMMUNITIES

The quality and diversity of most of San Francisco's residential communities, as well as the generally sound condition of most of the housing units, suggest that renewal through rehabilitation be applied without large-scale residential clearance. The following policies are recommended to improve and maintain physical condition while retaining and enhancing community attractiveness and identity.

POLICY 1

ADOPT A NEIGHBORHOOD MAINTENANCE APPROACH IN THE REDEVELOPMENT PROGRAM

The city's persistently low vacancy rate, increasingly high land and construction costs, and the unique qualities of many areas indicate that a modified approach to the redevelopment of residential communities is needed. This approach in redevelopment should place highest priority on maintenance and rehabilitation.

A neighborhood maintenance approach would not significantly alter the general character of residential communities. However, important improvements can and should be made not only in the condition of the housing stock but also in the overall quality of residential areas.

Priorities: Along with the rehabilitation of existing housing, high priority should be assigned to the replacement of nonresidential uses in neighborhood maintenance areas with new housing or related uses such as recreation and school facilities. Any displacement of residential uses and residents should be minimal and should occur only to provide sites for urgently needed community facilities or for low- to moderate-income housing.

Project Scale and Phasing: The size of the projects should be limited so that they can be completed within a reasonable time. After the projects are agreed upon, work should be scheduled to minimize delays.

Participation: Citizen participation should be an important part of the redevelopment planning process (see Objective 5 which deals with participation).

Acquisition: The special acquisition powers available through the redevelopment mechanism should be carefully used to enhance existing communities by provision of open space, community services and facilities.

POLICY 2

MAKE EXTENSIVE USE OF CODE ENFORCEMENT

In order to avoid the future need for large-scale clearance, rebuilding, and rehabilitation, San Francisco should make extensive use of code enforcement programs. There are two types of code enforcement programs in operation:

Federally Assisted Code Enforcement Program (FACE)

FACE, often called concentrated code enforcement, has proven successful in several districts of San Francisco and offers special benefits not available under the City's regular code enforcement program. Structures are brought into compliance with City codes, and eligible property owners are aided by Federal grants or low-interest loans. Relocation assistance is available for displaced residents and tenants. Important public actions such as landscaping and street improvements are also carried out in conjunction with FACE. These benefits suggest that the FACE program is particularly suitable to San Francisco and should be extended to more residential communities in the city.

Participation: Support for the program should be sought before FACE is initiated in any neighborhood. Citizen requests should be an important criterion for use of the program.

Priorities: Expansion of present FACE areas and use of the FACE program in Model Cities areas should have highest priority.

The City's Regular Program of Code Enforcement

This program, called systematic code enforcement, is the City's tool for preventing blight and maintaining standards in multi-unit structures. It should be improved by supplementing the program with a repair fund, receivership program, rent escrow program, and special housing court. Moreover, financial assistance should be provided to low-income tenants to avoid large-scale displacement as a result of code enforcement programs.

Priorities: Several years ago the priorities for systematic code enforcement in hotels and apartment buildings were revised. Buildings are given priority ratings based on the seriousness of violations. The Department of Public Works concentrates on buildings with the most serious code violations first, bringing all of them up to code in a two-year period. After this has been done, the Department concentrates on second priority buildings, and so on. While the decision to correct the most serious code violations first is desirable for reasons of health and safety, this approach may produce adverse results for the tenants of some areas, such as Chinatown and the Haight-Ashbury, where there are high concentrations of buildings with code violations and a large number of low-income residents.

In order to minimize adverse effects, the program should be strengthened with local and Federal assistance to homeowners and tenants requiring assistance as a result of

systematic code enforcement. Moreover, a reporting system should be financed to provide the Department of Public Works with information concerning the impact of this program, particularly on low-income households and on rents and prices.

POLICY 3

IMPROVE AND EXPAND SERVICES TO REHOUSE DISPLACED HOUSEHOLDS

San Francisco should improve and expand services to rehouse and provide assistance to families and individuals displaced by government or other actions. Significant steps have been taken to provide more effectively services to displaced households. In 1968, the Board of Supervisors established a Central Relocation Service so that public displacement activities would be coordinated. Administered by the Redevelopment Agency, this service is responsible for carrying out relocation resulting from urban renewal activities as well as from other actions. To assure further coordination and to assist the Mayor in establishing and evaluating relocation policies, the Board of Supervisors also created in the Office of the Mayor a Special Assistant for Housing and Relocation. These actions should be strengthened, although displacement of people should be minimized once the current projects have been completed. The Special Rent Assistance Program should be allocated more funds, especially during periods in which there is a housing shortage. Methods for analyzing the displacement impact of public projects should be improved; and a thorough analysis of potential displacement should be made public prior to the scheduling of all public projects. Once the projects are underway, relocation loads should be a major factor in determining the pace of the projects.

POLICY 4

DECREASE THE RELIANCE ON PROPERTY TAXES AS A MUNICIPAL REVENUE SOURCE

Part of the burdens of home ownership and of high rents are related to the reliance on the property tax as the major source of City revenue. Methods should be sought to lessen that reliance in order to retain moderate-income homeowners in the city and to maintain a supply of private low-rent units. Lessening the reliance on property taxes probably will not mean a reduction of current taxes. It will mean, however, that the City should look more to sources of revenue other than the property tax. It should seek alternatives to raising the property tax rate as a means of meeting City budget requirements.

POLICY 5

UNDERTAKE A CONTINUOUS REVIEW OF RESIDENTIAL CONDITIONS AND CONSTRUCTION TRENDS

Housing condition is a critical factor in planning to meet citywide needs and determine community priorities. It is also an important criterion in designating programs and in preparing applications for Federal and State programs.

At present, the only comprehensive indication of housing condition is the 1960 Census. The 1970 Census will offer little assistance because queries related to housing condition have been eliminated. Therefore, adequate funds should be provided to maintain a continuous survey and review of housing characteristics. The most important function of this survey will be to provide a basis for assessing the impact of public programs on the city's housing supply. The survey will also fulfill a requirement of the Workable Program, which is necessary to qualify the City for Federal funds.

Priorities: All requests for City funds to expand data systems and initiate surveys should be assessed in terms of their incorporation into the citywide common information system.

Objective 2

INCREASE RESIDENTIAL DEVELOPMENT IN CERTAIN AREAS OF SAN FRANCISCO AND THE BAY AREA

Opportunities for residential development in San Francisco are limited. Although the city is faced with a growing shortage of housing, there is little vacant land suitable for residential development. There are some possibilities for building more housing in San Francisco by making use of certain lands now underused. Also, some of the demand for housing in the city can be absorbed by development of new communities in the Bay Area, if they are linked to the needs of the inner cities.

POLICY 1

CONVERT SOME NONRESIDENTIAL LAND TO RESIDENTIAL USE. INTENSIFY RESIDENTIAL DENSITIES WHERE APPROPRIATE. UNDERTAKE MULTIPLE-USE DEVELOPMENTS.

Residential development should be carried out in certain areas of San Francisco by converting some nonresidential land to residential use, intensifying residential densities where

appropriate and undertaking multiple-use developments. Highest priority should be given to developments which replace nonresidential uses with housing. Any proposed development must be studied to determine its impact on traffic, schools, parks and other community services in the area.

Conversion

In the central and southeastern sections of the city, there are significant amounts of land which could be converted to residential use. Much of this land is zoned for industry but for various reasons is unsuitable for industrial development. Certain of these areas are identified in the South Bayshore Plan. Further analysis of the potential of such areas should be undertaken with consideration given to the adequacy of nearby community facilities and open space, the appropriate design and density of the new development, and the income and family types to be served.

Intensification

Density is a measure of the space in which people live. In San Francisco, more than 700,000 people live in about 45 square miles of land area. The density of residents varies greatly throughout the city: North Beach apartments house about 220 people per acre, while about 55 people live on an acre in the Sunset.

This diversity of residential densities is desirable, for it provides a variety of environments and housing types to suit the needs and desires of all ages, households and income groups.

High density of housing is normal in an urbanized area. It is unacceptable in planning terms only where the residential environment it produces is below suitable standards or where proper services of all kinds cannot be provided. For this reason, increases in densities should be considered in certain parts of the city as a means of providing additional housing.

Some of the factors favoring higher densities in a given area are the following:

Proximity to employment centers, including downtown, district commercial areas, industrial areas and major institutions.

Nearness to community facilities, such as neighborhood shops, schools, libraries, recreation facilities and open space.

Residential Densities -- A Part of the Current Master Plan



Maximum Population Per Net Acre

Low Density	55 Persons
Medium Density	110 Persons
High Density	220 Persons

Accessibility to transportation, especially rapid transit, but including bus routes and major auto routes.

Neighborhood character which will accommodate higher density along with existing development without extraordinary disruption.

Urban design factors, such as enhancement of topographic form and views, and creation of significant focal points at community centers.

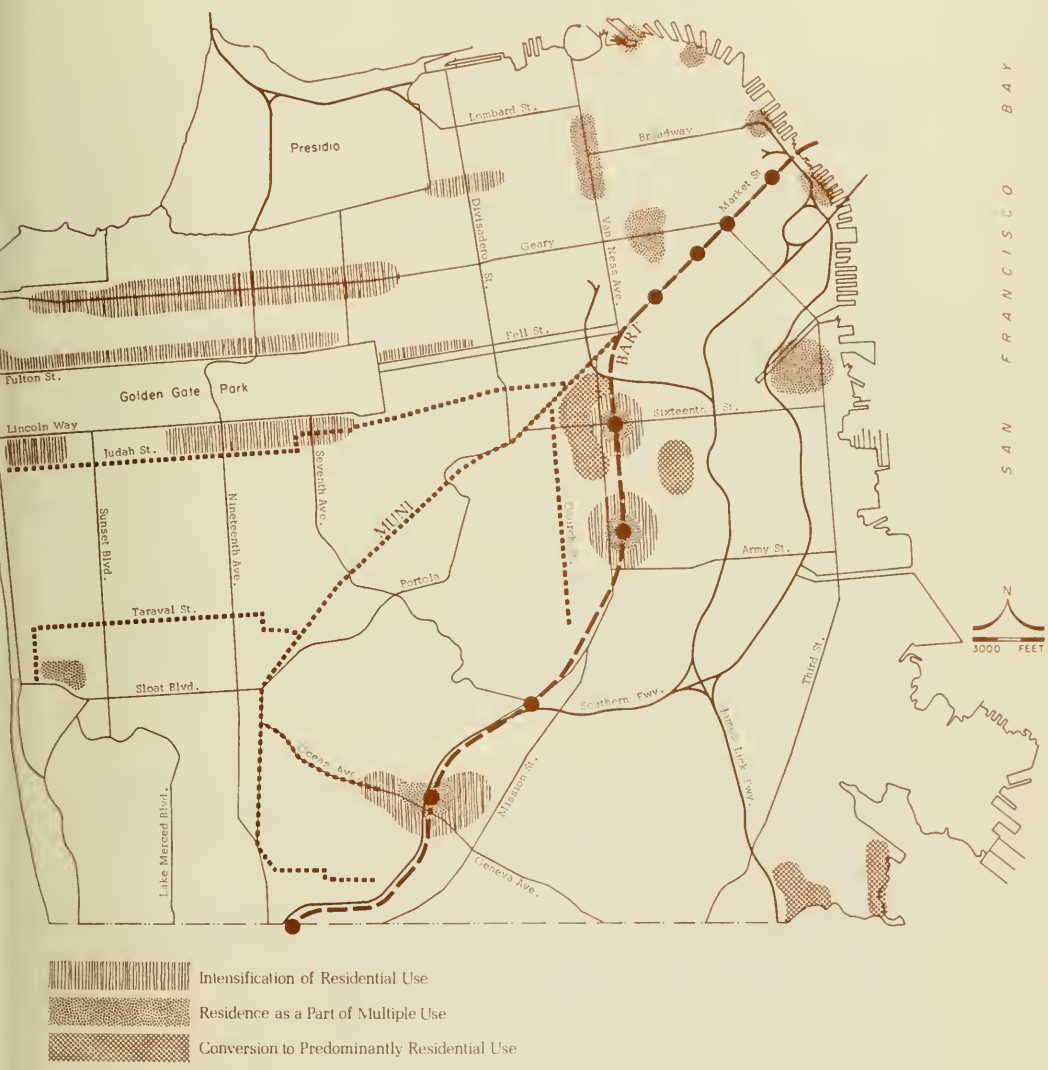
These factors, as well as others suitable to individual areas, should be considered in designating parts of the city where higher densities ought to be encouraged. For the most part, existing zoning limitations on density already permit the types of density increases contemplated, and increases within the existing zoning should be considered first. In some instances, application of the factors listed above could result in recommendations for changes in zoning.

Multiple Uses

The combination of housing with certain commercial or institutional uses should be encouraged to provide new opportunities where land is scarce. Although mixed uses are not desirable in all parts of the city, there are locations which offer special potentials and advantages for multiple uses. As in the above cases, multiple-use developments should be reviewed in terms of design and locational principles and in terms of their potential effects on private and public facilities.

Generalized areas with potential over the longer run for these three types of action are illustrated on the map, Areas Recommended for Increased Residential Development. Specific sites where public and/or private action could be taken immediately to carry out this policy are identified as Public Action Areas and as Housing Opportunity Areas in the third section of this report.

Areas Recommended for Increased Residential Development



POLICY 2

DEVELOP HOUSING THROUGHOUT THE BAY AREA LINKED TO THE NEEDS OF THE REGION AND THE RENEWAL OF THE CENTRAL CITIES

San Francisco has limited ability to provide additional housing. More housing should be developed throughout the region to provide alternate resources for San Francisco, Oakland and Richmond.

Critical to this policy is the requirement that such new housing developments be built in conjunction with employment opportunities, transportation services and other community facilities. New communities are one good way of doing this and conserving open space.

New communities, as proposed in this policy, provide housing for a range of economic groups. They are not glorified subdivisions or relocated ghettos. Self-contained economic entities are desirable, although they are difficult to achieve. Job opportunities should be provided within the new towns and rapid transit should link new communities with San Francisco and other employment centers.

San Francisco should seek a regional, State and Federal commitment to provide funds for new community development linked to the needs and renewal of the inner cities in the Bay Area. It is extremely important that new communities be conceived at a scale which will have a major impact on the region's housing needs. While specific new community sites cannot be recommended at this time, the mechanisms for locating and building new towns can be developed.

Objective 3

PROVIDE MAXIMUM HOUSING CHOICE BOTH IN THE CITY AND IN THE BAY AREA, ESPECIALLY FOR MINORITY AND LOW-INCOME HOUSEHOLDS

The main purpose of this objective is to state as public policy that the City should encourage residential development which will increase the housing opportunities for those social and economic groups whose housing choice is presently limited. Housing opportunities for low- and moderate-income people should be expanded throughout the region.

POLICY 1

DISTRIBUTE LOW- AND MODERATE-INCOME HOUSING THROUGHOUT THE CITY

San Francisco should increase housing opportunities for low- and moderate-income individuals and families through an expanded program to build and lease housing throughout the city. Over the years, most low-income housing has been constructed in relatively few sections of San Francisco. The Housing Authority is seeking to reverse this trend. As a matter of policy, the City should endorse this effort by establishing a range of low- and moderate-income housing units to be developed or leased in each planning area of the city.

Distribution: The ratio of public housing and leased low-income housing to the total housing units in any planning area should be about the same as the ratio is for the total city. For example, if the ratio of public housing units to all housing units in the city is 2 percent, each planning area should have approximately 2 percent of its housing units as public housing. Highest priority should be placed on constructing low-income housing in those areas which fall below the current citywide average, particularly in the five areas with no conventional low-rent housing.

In application, the City's policy on distribution should be flexible enough so that additional low-income housing can be constructed in those areas exceeding the citywide ratio when there is a desire on the part of the community involved to provide more public housing. The Housing Authority should not look to these areas, however, unless that desire is expressed.

Design and Locational Standards: While more opportunities are sought for low-income families through wider distribution of public housing, other factors are, and must continue to be, considered in selecting precise locations. Site and development plans are now cooperatively reviewed by the Department of City Planning and the Housing Authority for such qualities as good design, harmony of scale with the adjacent neighborhood and the availability of community facilities and open space for families or the elderly.

Renewal: The powers of the San Francisco Redevelopment Agency should be used whenever feasible to purchase land and to write down its price to facilitate the construction of low- and moderate-income housing.

POLICY 2

INCREASE THE SUPPLY OF LOW-INCOME HOUSING IN THE BAY AREA

While San Francisco works to expand its supply of low-income housing, other Bay Area municipalities should be doing the same. Since low-income people will continue to concentrate in central cities, and rents are higher in these cities, San Francisco will go on providing a larger share of the region's low-income housing. But the housing problem -- and the economic problems associated with it -- is regional, and the responsibility to provide low- and moderate-income housing should be met by all municipalities and counties in the Bay Area. If this is done, it will also improve employment opportunities for low-income people by helping to correct the labor force imbalance between central cities and outlying communities.

Requirements/Incentives: Federal, State and regional requirements should be enacted to make it mandatory for all communities to incorporate provisions for building low-income housing in their master plans, workable programs and zoning ordinances. The City of San Francisco should lobby to include such provisions in all Federal grants-in-aid, including those for highways, sewers and airports.

Builders and developers who use Federally insured financing should be required to make available a certain number of these units for sale or rental to low-income families.

Regional Organization: Housing authorities in the metropolitan area should cooperate in distributing sites and building housing throughout the region. This cooperation should eventually lead to regional organization of housing authorities in the Bay Area.

POLICY 3

ENFORCE FAIR HOUSING LAWS

Recent studies¹ demonstrate that there is housing discrimination in both the city and the region. Not only race, but national origin and religion are grounds for illegal discrimination in housing.

¹Minority Group Housing Problems, Department of City Planning, 1967, and CRP Final Report, 1965.

Experience has shown that existing fair housing laws are adequate but that more successful ways of enforcing these laws are needed. Enforcement should be carried out more actively than through the present process of filing complaints and law suits. San Francisco should reaffirm its commitment to fair housing and should seek new ways to enforce Federal and State fair housing laws. The City should enact an ordinance in regard to fair housing that is modeled on the principles of the City's ordinance relating to nondiscrimination in employment.

POLICY 4

REVIEW SAN FRANCISCO CODES FOR THEIR IMPACT ON THE CONSTRUCTION OF LOW- AND MODERATE-INCOME HOUSING

The City's planning and building codes should continue to be reviewed, to prevent requirements from unduly restricting needed housing development.

The price and scarcity of land and money to finance construction are clearly major cost factors in the provision of housing. However, during the course of administering local code requirements, both the Department of City Planning and the Department of Public Works should determine whether provisions can be modified in any way, without sacrificing quality or safety, to aid construction of moderate- and low-priced housing. Increased construction also benefits the city by maintaining employment in the housing industry.

Objective 4

APPLY A COMPREHENSIVE PLANNING APPROACH TO PROGRAMMING COMMUNITY IMPROVEMENTS AND SERVICES

When compared with other major cities in the country, San Francisco's unique qualities are clearly visible. San Francisco, however, shares in common with other large cities a number of problems which are critical restraints to progress in housing: poverty, discrimination, the lack of funds, limited available land, and a government organization slow to respond to changing needs.

Since these underlying problems limit San Francisco's ability to satisfy housing needs, the City should aim for a comprehensive approach to planning and budgeting. This approach would coordinate community improvements so that they reinforce each other. Raising the quality of education in a community's schools, for example, would be a good way

to retain families in the area. A program to rehabilitate housing would also help to retain families and would improve the community in another dimension. Coordinating the two programs, moreover, would greatly enhance the community's desirability. Comprehensive planning allows this combination of programs. It also provides citizens with choices as to which programs should be coordinated to meet the most pressing needs of their communities.

Comprehensive planning is important on a citywide basis as well, for it creates a framework for the assessment of community needs in terms of citywide resource development. This comprehensive framework contributes to making program and budget decisions more rational.

POLICY 1

ESTABLISH PRIORITIES FOR ALLOCATING SERVICES AND IMPROVEMENTS BASED ON COMMUNITY NEEDS

San Francisco should set priorities for capital improvements and community services in residential areas. Priorities should be based on the individual needs of various communities in the city and on the effect improvements can produce on the quality of these communities.

Based on individual need, high priority should be given to communities with the most serious deficiencies in existing facilities and services. Some areas require more services than others, and these variations should be taken into account in the priorities. Street cleaning schedules, for example, should be more frequent in those parts of the city where streets are intensely used and less frequent where street activity is minimal.

Depending on the community, some public improvements have more potential than others. Priority should be given to those residential areas where there may be special potential to improve the overall quality of the neighborhood by providing better facilities and services.

POLICY 2

EXPAND AREA PLANNING AND LINK IT TO RESOURCE PROGRAMMING

The Department of City Planning operates an Area Planning Program in several communities of the city. The program is designed to work with citizens in order to define problems which are most important to them and to direct public expenditures toward solving these problems. This Area Planning Program should be expanded to communities

ranking high in citywide priority but not being served by comprehensive improvement programs, such as Model Cities.

The Area Planning Program should be linked directly with a resource program so that planning emphasizes the delivery of services and facilities. The Model Cities program, which offers a guide, is a coordinated attack on the physical, social and economic problems of a community. During the first year, plans are made for a five-year action program. After the planning stage, Federal bloc grants are received on an annual basis to carry out the plan. Federal funds are not ear-marked for specific programs, as is the case in other government-aided projects; rather, a bloc grant is received to be allocated toward achieving objectives set by community residents through their Model Cities organization.

Despite the procedural problems of a comparatively new program, the Model Cities approach has merit. It requires the planning to be comprehensive and to be done in close conjunction with the residents. The bloc grants insure that the plan reflects community priorities rather than the availability of government funds for certain types of projects. Model Cities provides incentives to coordinate government spending in an area. For these reasons, the Model Cities program in San Francisco should be strengthened, and Area Planning, guided by the Model Cities experience, should be expanded and tied to a specific program for community improvement.

POLICY 3

IMPROVE DESIGN AND LOCATIONAL STANDARDS FOR PUBLIC FACILITIES

Improving the design and quality of public facilities is a means of upgrading San Francisco's residential areas.

Streets are a prevalent public facility and have considerable influence on the character of residential areas. For this reason, the impact on neighborhood character and cohesiveness must be used as a primary criterion for developing and improving streets and highways. Street designs should be determined by the effect of traffic on adjacent uses as well as by traffic volume and destination. Heavy through traffic should be restricted to a minimum number of streets traversing residential areas, when alternative routes bypassing residential areas are not available.

Public facilities should take advantage, if possible, of the positive design attributes of the surrounding environment. The design and location of community facilities should create focal points and community activity centers. Public

facilities should define a standard of environmental quality for other public and private buildings in the area. Well designed public improvements and a high caliber of municipal service should provide incentives for private improvements. Specific means by which the quality of some of San Francisco's residential communities can be improved through design and location of public facilities will be proposed in the Urban Design Plan for San Francisco, being prepared by the Department of City Planning.

Objective 5

ENCOURAGE CITIZEN PARTICIPATION IN PLANNING AND PROGRAMMING PUBLIC IMPROVEMENTS

Citizen participation in the government decision-making process is critical. Across the Nation, citizens are insisting that they be involved in making the decisions which directly or indirectly affect their lives. In San Francisco, citizens have traditionally spoken out on public issues.

There are no easy ways to ensure effective citizen participation. One key is to sort out citywide decisions and to aim for a different type of citizen participation for each. The following policies are based on the assumption that certain decisions should be decentralized, while others should be made in a centralized citywide manner.

POLICY 1

ESTABLISH MORE EFFECTIVE MEANS FOR CITIZEN PARTICIPATION AT THE CITYWIDE LEVEL

It is the responsibility of citizens and their elected representatives to call for changes in public policies when necessary. In order to make government more responsive to requests for change, however, the existing methods of review of public policies should be strengthened.

All City agencies have the responsibility to make explicit the policies guiding their operations, so that these policies may be reviewed by the public. Public hearings and citizen commissions are the major forms of citizen review prescribed in the City Charter. These traditional forms can be made to work better if citizens are informed of policies and the implications of potential decisions. Evening meetings held in communities and maximum notice to all before commission and Board of Supervisors meetings can highlight policy issues and broaden attendance, ensuring that many points of view are heard. Furthermore, efforts

should be continued to make City commissions representative of the broadest possible range of public interests.

In addition to commissions and hearings, a variety of techniques should be used to establish more effective means for citizen participation. Before hearings are held, there should be widespread coverage by the media. It is also essential that elected officials and the staff of City agencies meet frequently with community groups to discuss specific policies as they relate to individual communities. Citywide or community-based citizen review committees may prove desirable in some cases. Furthermore, adequate review time should be provided prior to formal hearings, so that everyone has the opportunity to speak out and so that some conflicts can be resolved during the review process.

POLICY 2

PROVIDE OPPORTUNITIES FOR CITIZEN INVOLVEMENT IN PLANNING AND PROGRAMMING OF LOCAL COMMUNITY IMPROVEMENTS

Beyond the need for active citizen involvement in matters of a citywide nature, there should be more opportunities for citizen participation in matters concerning local, residential communities. Programs which affect particular areas of the city should be planned and scheduled in recognition of the needs expressed by local residents. Several means by which this can be achieved are through Model Cities, FACE, redevelopment, and an active Area Planning Program. These approaches can provide citizens the opportunity to bring community issues into public purview on a continuous basis.

Another approach now being tried in other cities is the formation of neighborhood or community planning boards. These boards are made up of persons from local communities and represent the community's interest in matters affecting their areas.

No approach has proven to be sufficient in itself, and a combination of techniques for encouraging citizen participation in community matters is probably needed. As a matter of policy, therefore, the City should require public agencies to employ as many means as possible to assure citizen involvement in planning and programming community improvements before these improvements are scheduled.

Policy Implementation: Actions, Areas, and Targets for 1970-1972

Program Actions

The objectives and policies for residence presented in the second section of this report are, by necessity, general. They are suggested as basic guidelines for residential improvement and are intended to be incorporated as a part of the San Francisco Master Plan.

This section is not intended to be included in the Master Plan. Rather, the purpose of this part of the report is to recommend specific ways by which each of the five basic objectives and corresponding policies can be implemented over the next two years. Recommendations are made for City, State and Federal actions, for areas within the city where certain programs might be carried out, and for targets by which progress should be measured toward implementing policies and programs.

The space in this report does not permit every recommendation to be treated in detail. Certain proposals are mentioned to initiate public discussion, and some will require additional evaluation during the review period.

Once the recommendations are thoroughly reviewed, they are intended to be initiated and, in some cases, completed during the next two years. At the end of this period, these recommendations should be re-evaluated and revised in light of the City's progress in achieving them and in view of any changes in the housing circumstances or local, State and Federal programs.

Objective 1

MAINTAIN THE QUALITY AND DIVERSITY OF SAN FRANCISCO'S RESIDENTIAL COMMUNITIES

POLICY 1

ADOPT A NEIGHBORHOOD MAINTENANCE APPROACH TO THE REDEVELOPMENT PROGRAM

Maintenance Areas: In accord with the neighborhood maintenance approach, rehabilitation should become a more important feature of San Francisco's redevelopment program.

The neighborhood maintenance program should be run on a multi-agency basis, using a combination of major rehabilitation tools. Simultaneous use of the Housing Authority Section 23 leasing program, the Redevelopment Agency Section 236 rehabilitation program, and the Bureau of Building Inspection Section 312 low interest FACE loans would meet the needs of three major income levels and would allow the neighborhood maintenance program to be tailored to the specific needs of each housing unit and its owners and occupants.

The Redevelopment Agency, Bureau of Building Inspection, Housing Authority, and Department of City Planning should take immediate steps to define this approach clearly for public review and suggest areas that are in need of neighborhood maintenance.

POLICY 2

MAKE EXTENSIVE USE OF CODE ENFORCEMENT

Federally Assisted Code Enforcement Program (FACE)

Criteria for FACE Areas: FACE should be considered for areas with the following characteristics:

1. where structural conditions make FACE treatment desirable from the standpoint of health and safety;
2. where the need of property owner-residents warrants rehabilitation grants and low interest loans to enable necessary code improvements to be made;
3. where the extent of necessary improvements does not require extensive Title I Rehabilitation or where FACE can work in conjunction with Title I Rehabilitation to provide a complementary level of service;
4. where FACE will satisfy citizen complaints about code violations and where FACE will assist locally initiated improvement programs;
5. where FACE improvements such as underground utilities and landscaping will improve the quality of the environment and enhance investments made for code repairs;
6. where FACE will not cause widespread displacement of tenants due to rent increases resulting

Federally-Assisted Code Enforcement Areas



EXISTING F.A.C.E. AREAS

- 1 Great Highway
- 2 Glen Park
- 3 Buena Vista Heights
- 4 Inner Richmond I - Arguello Park
- 5 Alamo Square
- 6 Duboce Triangle
- 7 Bernal Heights I

EXPANSION AREAS

- 8 Upper Ashbury
- 9 Inner Richmond II

FEASIBILITY STUDY AREAS

- 10 Alamo Square (Haight - Fillmore)
- 11 Bernal Heights II - VII
- 12 Duboce Triangle (to Upper Market)
- 13 Inner Richmond III
- 14 Upper Ashbury - Inner Sunset
- 15 Sunnyside
- 16 Bayview

from the high cost of rehabilitation or compliance with codes, or where the impact of displacement can be minimized through the use of other programs, like Section 23 Leased Housing, in combination with FACE.

In addition to the above criteria, there are two major factors which must be determined before an area is selected for the FACE program:

1. the financial feasibility of using FACE alone or in conjunction with other public programs to improve housing conditions;
2. the relative need of one area over others in the city.

Impact: FACE should be considered as a tool for maintaining housing units in older, more rundown sections of the city. However, the impact of FACE in these areas of San Francisco should be carefully studied to determine the influence on rents, equities, property values and neighborhood stability.

Program Changes: Initiate State legislation to supplement the FACE program. Some form of State financing would be beneficial to enable early code compliance and to alleviate hardships of owners without the financial ability to complete required code repairs. The Department of Housing and Urban Development should seek to (a) change the Section 312 loan program to add rent stabilization provisions and obtain funds to allow loans for rehabilitation of mixed commercial and residential structures; (b) give the FACE program the funds for rehabilitation where the owner is unwilling or unable to carry out required work.

The City's Regular Program of Code Enforcement

Special Revolving Fund for Repair and Demolition: The Board of Supervisors should fund Section 203.1 of the Building Code, "the building and repair fund". This fund would strengthen the City's regular code enforcement program by making City-sponsored loans to property owners who could not or would not bring their buildings up to code. Public contracts of up to \$1,000 could be let for repairs necessary to correct code violations. Owners would be required to repay the fund within the first year, thus providing a means for the fund to replenish itself. Those who did not repay the fund within the first year would pay six percent annual interest on the loan.

In addition, Section 203.1 of the Building Code should be amended to include rent stabilization provisions.

Revolving Rehabilitation Fund: The Board of Supervisors should support a Charter amendment which would allow municipal bonds to be issued establishing a revolving fund to furnish loans for the rehabilitation of private residential property in San Francisco. This fund would supplement the Section 203.1 Repair Fund by providing loans not only for code repairs but for a portion of the cost of general property improvements as well. If this program is to provide maximum benefit, interest should be below market rate on short-term home improvement loans. Longer terms could be made available if needed. Rent stabilization agreements might be required of owners taking advantage of these benefits. This program differs from the Section 203.1 Repair Fund in that owners would participate voluntarily and in that participation would be limited by income and by area. This program could also be used in conjunction with the receivership program, described below, and with the neighborhood maintenance approach.

Receivership: The Board of Supervisors should support passage of AB2482 (Brown) which would provide State enabling legislation for receivership programs. State action would enable the Board to establish a City-funded and operated receivership program to take over condemned, abandoned or gift buildings. After acquisition, the buildings would be rehabilitated and sold to the Housing Authority or to non-profit housing development corporations as additions to the low- and moderate-rent stock. The receivership program could also sell buildings in need of rehabilitation to agencies or nonprofit organizations equipped to rehabilitate them for low- and moderate-income housing.

Model Lease: Encourage the local Real Estate Board to have its members use a "model lease", which clarifies the rights and the responsibilities of both the landlord and the tenant.

Housing Court: Housing matters, such as code violations and evictions, are presently scattered throughout the court docket and there is as much as a two-year delay in court action over housing violations. Housing matters should be consolidated and decided in a special housing court, involving City attorneys and judges most knowledgeable in housing. A court especially established for housing affairs would expedite decisions necessary for improving the housing stock.

Tax Moratorium: The Board of Supervisors should support passage of AB964 (McCarthy) and ACA42 (Assembly Constitutional Amendment), which would give a five-year tax break to property owners who bring their structures into code compliance. A tax break should also be allowed for improvements designed to keep structures current with contemporary standards.

Escrow Accounts: Consider State enabling legislation (AB2482 - Brown) to permit the establishment of escrow accounts into which tenants of buildings in code violation could place their rents. The rents would then be used to remedy the deficiencies. Once the buildings were brought up to code, the rents would again be paid to the owner, and the escrow account closed. This system provides a method of financing corrective work in a deficient structure whose owner will not or cannot comply with codes. AB2482 should be amended to enable municipal jurisdictions as well as tenants to initiate action setting up escrow accounts for tenants in buildings with code violations.

POLICY 3

IMPROVE AND EXPAND SERVICES TO REHOUSE DISPLACED HOUSEHOLDS

Procedure: As recommended in the Workable Program for Community Improvement, San Francisco should initiate the following actions in the next two years: (1) publish the guidelines regarding eligibility for temporary rent assistance; (2) require relocation planning in the program formulation of each agency that may cause or be involved in displacement; (3) establish a reporting procedure so that all temporary displacements are known and so that advice is assured all displacees concerning available relocation services and aids; and (4) standardize the methods and definitions for reporting, accounting for and forecasting displacement by all agencies which require relocation services.

Services: Expand the services of the Central Relocation Service to households displaced by fires or similar disasters, when such assistance is requested and needed. In addition, extend compensation to households displaced by City programs which currently have no means of providing moving expenses.

Suburban Housing Resources: Take advantage of Federal provisions which permit the entire metropolitan area to be used as a relocation resource for public projects requiring displacement of people.

POLICY 4

DECREASE THE RELIANCE ON PROPERTY TAXES AS A MUNICIPAL REVENUE SOURCE

There has been extensive research and public debate on methods of shifting the reliance on property taxes to other sources of municipal revenue. Many methods are under consideration, and space would not permit a full description of the advantages and disadvantages of each. However, in discussing housing improvements there should be a recognition of the importance of decreasing the reliance on residential property taxes. To further public review of this important matter, several possibilities are listed below.

City Income Tax: Enact a City income tax on all personal and corporate income earned in San Francisco. Set a minimum taxable income, to avoid hardships for low- and moderate-income households. (In a recent report, the City Director of Finance and the Tax Collector suggested methods of relieving the property tax burden. The method they recommended as most equitable and efficient was an income tax on all personal and corporate income earned in San Francisco. Other cities including New York, Philadelphia, and Pittsburgh have local income taxes or wage taxes which tax corporate income as well as income earned by residents and commuters.)

Cost Shift: Encourage shifting some municipal costs, such as public assistance, entirely to the State and Federal governments.

User Taxes: Initiate or raise user taxes for selected City services and facilities.

Federal Taxes: Support changes in Federal tax laws, particularly the five-year accelerated depreciation system which encourages low maintenance and rapid turnover of income properties.

Exemptions: Support State enabling legislation which would grant five-year tax exemptions for code compliance repairs.

Assessments: Use City and State assessment powers in such a way as to encourage maintenance of residential structures. Assessment schedules should not discourage residential improvement but should penalize neglect and deterioration.

POLICY 5

UNDERTAKE A CONTINUOUS REVIEW OF RESIDENTIAL CONDITIONS AND CONSTRUCTION TRENDS

Common Information System: The Board of Supervisors should endorse and fund the Department of City Planning's proposal to develop a citywide common information system, partly to help monitor the housing market and the targets suggested by the Improvement Plan.

Housing Survey: Initiate a biannual housing survey to be incorporated into the Workable Program. This survey should be initiated by the Department of City Planning within the next year so it can correspond with 1970 Census data.

Electronic Building Records System: The Bureau of Building Inspection has requested funds for an electronic records system which would greatly aid in the review of housing conditions. The Supervisors should approve this request in conjunction with the funding of a common information system.

Evaluation: Expand use of the information presently available for FACE, urban renewal, condemnations, complaints, occupancy permits and building permits. Use this information to analyze program impact, neighborhood priorities and areas for project expansion. Use these analyses as the basis for re-evaluating present treatment areas recommended in the Master Plan and the Community Renewal Program.

DAHI Information System: The Division of Apartment House and Hotel Inspection (DAHI) needs funds to supplement its current small-scale electronic data processing system. Additional information about the state of the housing stock in San Francisco will be urgently required since housing condition information was removed from the 1970 Census questionnaire. The DAHI system should be directly linked to a City common information system.

Objective 2

INCREASE RESIDENTIAL DEVELOPMENT IN CERTAIN AREAS OF SAN FRANCISCO AND THE BAY AREA

POLICY 1

*CONVERT SOME NONRESIDENTIAL LAND TO RESIDENTIAL USE.
INTENSIFY RESIDENTIAL DENSITIES WHERE APPROPRIATE.
UNDERTAKE MULTIPLE-USE DEVELOPMENTS.*

In addition to the general areas outlined on the policy map, two types of areas suitable for implementation of this policy are identified: Public Action Areas and Housing Opportunity Areas. The distinction between the two lies in the amount of background work accomplished. The Public Action Areas are further along. Preliminary studies have been made and citizens have been involved in the preparation of generalized plans for the Public Action Areas. Immediate action in these areas is now appropriate. The Housing Opportunity Areas are at a more tentative stage. They are identified in this report to show where new housing development is possible despite the shortage of vacant land. It is recognized that after additional study, some opportunity areas may not be satisfactory, but the list is long and includes good potentials.

Housing Opportunity Areas: The Department of City Planning should further investigate and add to the Housing Opportunity Areas listed in the middle part of this section. After citizen review, those sites considered suitable for redevelopment should be referred to the Redevelopment Agency for action. The Housing Authority should be advised about those suited for public housing or a mix of public and private housing. Developers should be sought for those sites suitable for private market-rate housing. The Mayor's Office is responsible for the coordination required to get housing construction underway.

Public Action Areas: As noted previously, there are special opportunities for housing on a spot project basis. An area considered as an opportunity for additional housing should be characterized by qualities such as the following:

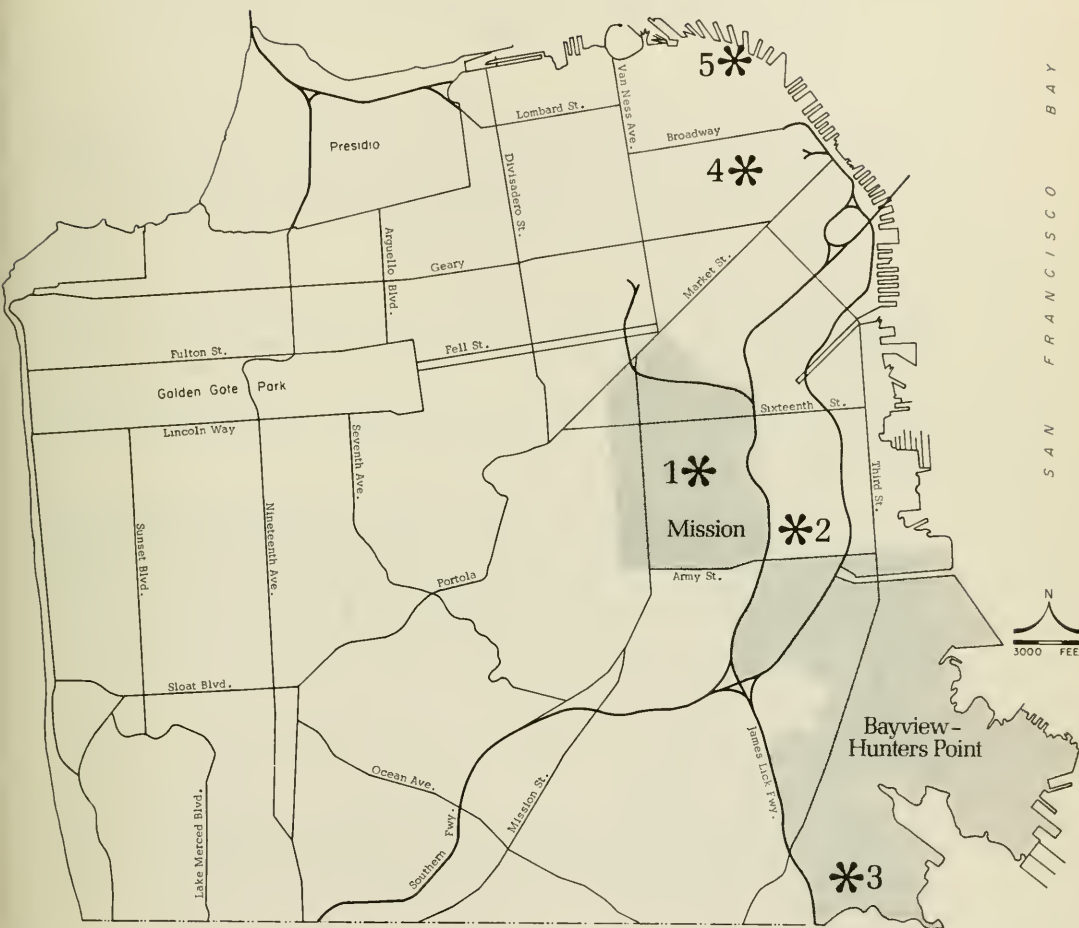
- It should provide an opportunity to convert unimproved or idle land to residential use.
- It should involve minimal displacement of existing residents and residential uses.
- It should provide special community facilities of benefit to residents of the new housing.

This report recommends public action in five areas where the use of public powers will be necessary to acquire, assemble, and prepare parcels for public housing, moderate-income housing, or combined development of market-rate and subsidized housing. These five areas conform to the above criteria. All except the South Bayshore are small in scale, four of the five will not require any residential clearance, and they all take advantage of special opportunities to improve the surrounding environment.

1. Regal Pale Brewery Site: This site has been designated by the Board of Supervisors as a potential redevelopment project. The Department of City Planning and the Redevelopment Agency have been directed to prepare the preliminary redevelopment plans with the cooperation of neighborhood organizations. There is a potential for developing approximately 100 family housing units on the site replacing an unused industrial building. The preliminary plan is expected to be completed by summer 1970.
2. Chinatown Sites: Two sites on Stockton Street have been recommended by the Department of City Planning to the Housing Authority. The possibility of developing these sites for low-income housing has been discussed with members of the Chinatown community. Development of at least one of the sites will require redevelopment action. It is estimated that about 100-200 low-rent housing units could be built on these sites.
3. Wisconsin Street Site: This site has been considered for housing development for several years. In 1968, the Department of City Planning recommended that approximately 200 units of low- and moderate-income housing be constructed and proposed several design terms of reference to guide development of the site. A later resolution by the Board of Supervisors specified that one-third of the project should be for low-income, one-third for moderate- and one-third for middle-income households. Last year, the site was officially turned over to the City by the Housing Authority. The Mayor's Office and the community are now working on specific aspects of development. Redevelopment action will probably be necessary to prepare the site for private development.
4. South Bayshore-Candlestick Cove Area: The Department of City Planning has prepared with the community a development plan for the South Bayshore. The plan has been incorporated into the Master Plan. Included in the recommendations is a proposal for the

Housing Through Public Action

SAN FRANCISCO BAY



- * 1. Regal Pale Brewery Site
- * 2. Wisconsin Street Site
- * 3. South Bayshore Sites
- * 4. Chinatown Sites
- * 5. Northern Waterfront Sites
- Model Neighborhood Area

construction of about 1,400 units in the undeveloped Candlestick Cove area. The plan for the Cove calls for new park space and recreation facilities in addition to housing. The Cove area has been recommended to the Redevelopment Agency for feasibility studies.

5. Northern Waterfront Sites: Public action may be required to achieve certain housing objectives of the Northern Waterfront Plan, which is a part of the City's Master Plan. The Redevelopment Agency should study the feasibility of developing additional housing in the areas identified in the plan.

Mayor's Office: The authority of the Office of the Mayor is required to coordinate the efforts of City departments, private developers, sponsors and lenders in developing housing, particularly on the Public Action Areas identified.

Non-cash Local Credits: With regard to small scale opportunity projects in the redevelopment program, it will be essential to modify Federal regulations regarding the provision of non-cash local credits.

At present, all of the local funds for redevelopment in San Francisco are supplied through the non-cash credit system. Schools, parks, streets and other improvements proposed for the project area are used to match Federal cash contributions. These improvements, however, must be shown to provide services directly to the project area residents. This regulation requires that the project be large enough in scale to incorporate local improvements (non-cash credits) sufficient to meet the City's share of the total cost. Thus it is difficult to make small scale projects financially feasible.

It is recommended that the City urge a new approach for local non-cash funding. One possibility is to adopt a method whereby a percentage of the City's total Capital Improvements Program budget is designated as a credit bank to meet local costs for redevelopment and other Federally assisted improvement programs, such as urban beautification and FACE. A citywide credit bank, which could be applied to programs in various parts of the city regardless of the specific location of capital improvement projects, would provide the financial support necessary for housing and other needed improvements.

Surplus Property Evaluation: The Real Estate Department of the City and County of San Francisco should be allocated funds to prepare periodic studies of City-owned properties that may have potential for "mixed" use or that are surplus to the needs of City departments. These studies

should include a determination of the potential re-use of each property and should be formulated in cooperation with the Department of City Planning to assure conformance with the objectives and policies of the City's Master Plan. Density and urban design controls should be included in the recommendations.

As an inter-departmental agency, the Real Estate Department is limited to providing services on a work order basis only at the request of other City agencies. If adequate funds were given directly to the Department, a thorough evaluation could be made of all City properties. Such an analysis would speed up the re-use of surplus public properties to meet community needs or to increase City revenues.

Use of Public Land: Since redevelopment plans provide for the lease option, future redevelopment projects should emphasize lease, not sale, of project land. Revenue obtained from leasing would be a continuous source of municipal funds. This step will be especially important if the City is to decrease its reliance on the property tax.

Land Use and Density: After obtaining the results of the Land Use Survey now underway and the 1970 Census, the Department of City Planning should assess the residential density standards set forth in the current Master Plan and in the policies of this Improvement Plan. These standards should be revised if necessary to reflect current information and to enable density policies to be carried out through zoning actions.

POLICY 2

DEVELOP HOUSING THROUGHOUT THE BAY AREA LINKED TO THE NEEDS OF THE REGION AND THE RENEWAL OF THE CENTRAL CITIES

State Legislation for New Towns: San Francisco and ABAG should assist the Governor's Task Force which is now preparing State enabling legislation for new town planning and development in California.

Federal Assistance: San Francisco's congressional representatives should make efforts to extend appropriate Federal assistance for new community development in the Bay Area.

Regional Housing and Development Agency: The Mayor and the Board of Supervisors should promote the implementation of the Board's Resolution 891-69 (January 3, 1970), calling for an agency to plan and locate low- and moderate-

income housing throughout the region. State enabling legislation would be necessary.

Regional Campaign and Lobby: Prepare a campaign for regional support of necessary changes in State and Federal legislation dealing with housing and development. Form a metropolitan housing lobby. Use the Association of Bay Area Governments (ABAG) as a mechanism.

Bay Area Council: The Council should make a survey of potential housing sites identified by local governments in the Bay Area. It should then attempt to coordinate efforts of local governments, private developers, sponsors and lenders in developing housing, particularly for low- and moderate-income households. This effort could be pursued in cooperation with ABAG.

Objective 3

PROVIDE MAXIMUM HOUSING CHOICE BOTH IN THE CITY AND IN THE BAY AREA, ESPECIALLY FOR MINORITY AND LOW - INCOME HOUSEHOLDS

POLICY 1

DISTRIBUTE LOW- AND MODERATE-INCOME HOUSING THROUGHOUT THE CITY

Distribution of Public Housing: The Housing Authority and the Department of City Planning should continue a vigorous search for suitable sites for subsidized housing. Particular attention should be given to those planning areas that fall below the guideline established in Objective 3, Policy 1, in the Master Plan section of this report.

Opportunity Areas: The Opportunity Areas identified in this section should be evaluated by the Housing Authority for their potential as public housing sites and for their potential for combining public housing with other housing types.

Homeownership: In addition to the conventional, turnkey and leasing programs, the Housing Authority should continue its efforts to develop a homeownership program under the guidelines of the Housing Assistance Administration.

Municipal Special Rent Assistance Program: This program, administered by the Mayor's Office, should be strengthened with additional staff and increased funding.

Assistance for Low-income Single Persons: The Mayor and the Board of Supervisors should continue to urge enactment of Federal legislation to provide assistance for low- and moderate-income single persons who are not elderly or handicapped. Such legislation should allow for the subsidy of single room housing with community type living arrangements. These changes should apply to conventional public housing, Section 23 leased housing, and Section 236 moderate-income housing.

Housing Development Corporation: The City should support the establishment of a regional nonprofit housing corporation which would seek funds and sponsors for housing developments (including new communities) and purchase structures from the City's receivership program for rehabilitation, rental, or sale to low- and moderate-income households.

Breakthrough Housing: Public agencies involved in housing development should investigate the cost-saving possibilities of using the Department of Housing and Urban Development (HUD) breakthrough proposals for factory-built housing.

POLICY 2

INCREASE THE SUPPLY OF LOW-INCOME HOUSING IN THE BAY AREA

State Housing Element: The State of California now requires that municipalities add to their master plans an element which details housing "for all economic segments of the community". That requirement should be strengthened by calling for provision of low- and moderate-income housing, jobs and services in accordance with regional, not just local, needs.

Low- and Moderate-Income Housing: Make provision of moderate- and low-income housing obligatory in municipalities which participate in Federal programs. Pressure the State and Federal governments to stipulate that surrounding Bay Area counties should assume part of the responsibility for low-income households.

Public Housing: The Federal and State governments should allow county housing authorities to cooperate in building low-rent units on a regional basis.

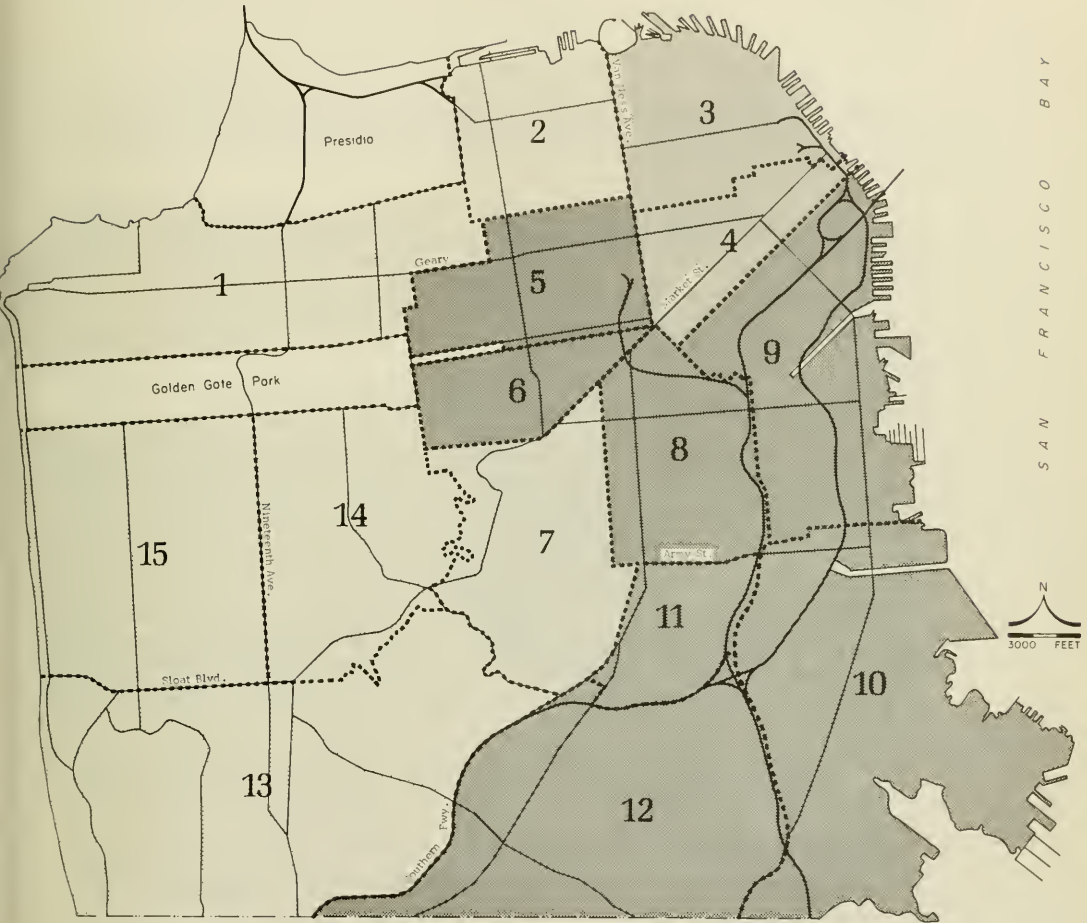
Leased Housing: ABAG should seek means to require all Bay Area jurisdictions to provide low- and moderate-income housing. It should encourage use of the Section 23 Federal program for leasing low-rent units.

DISTRIBUTION OF EXISTING AND PLANNED PUBLIC HOUSING
Percent of Public Housing to All Housing Units
by Planning Area

Planning Area	Public Housing Units		Total Housing Units	Percent of Existing & Planned to Total
	Existing	Planned		
1. Richmond	25	225	32,562	0.8
2. Marina	103	117	24,242	0.9
3. Northeast	754	383	39,400	2.9
4. Downtown	370	558	36,688	2.5
5. Western Addition	1,255	741	26,093	7.6
6. Buena Vista	241	410	16,917	3.8
7. Central	11	233	21,987	1.1
8. Mission	627	380	21,924	4.6
9. South of Market	645	276	8,677	10.6
10. South Bayshore	1,383	0	10,872	12.7
11. Bernal Heights	297	4	8,161	3.7
12. South Central	905	233	22,493	5.0
13. Ingleside	22	28	19,976	0.2
14. Inner Sunset	117	10	16,521	0.8
15. Outer Sunset	6	79	22,830	0.3
Federal Lands	--	--	1,284	--
TOTAL	6,761	3,677	331,627	3.14

Source: San Francisco Housing Authority and San Francisco Department of City Planning, April 1970.

Distribution of Existing and Planned Public Housing



Percent of Public Housing to All Housing Units by Planning Area



POLICY 3

ENFORCE FAIR HOUSING LAWS

Enforcement: Adopt a fair housing provision for the annual occupancy permits given to hotels and apartment houses. This provision would require owners to pledge fair housing practices in order to receive a permit authorizing units to be occupied.

Public Schools Curriculum: The City should take advantage of this channel of communication by beginning a public school program to inform students on citizen responsibilities toward housing, planning, and urban problems.

POLICY 4

REVIEW SAN FRANCISCO CODES FOR THEIR IMPACT ON THE CONSTRUCTION OF LOW- AND MODERATE-INCOME HOUSING

Planning Code: Continually review the requirements of the City Planning Code for their impact on low- and moderate-income housing. Give special attention to parking and density policies to determine in certain cases whether they are having a negative effect on construction in relation to desired development patterns and standards.

Electrical Code: With the forthcoming adoption of the new Electrical Code, every effort should be made to review this code to eliminate those requirements that unduly add to the cost of the development of low- and moderate-income housing.

Plumbing Code: After review of the Electrical Code, update the Plumbing Code, giving particular attention to reducing requirements that unduly restrict development of low- and moderate-income housing.

Building Code: The 1969 Building Code is recent and is low priority on the schedule for major revision. Interim changes should be made as necessary to facilitate construction of low- and moderate-income housing.

Administrative Changes: Local codes and Federal and State regulations require a number of administrative checks and compliance reviews which prolong the period prior to construction. The Housing Authority and the Redevelopment Agency should recommend methods to speed up the time required to construct low- and moderate-income housing. This would include recommendations for improving Federal, State and local procedures. The recommendations should be submitted

to the Mayor's Deputy of Development for appraisal and action.

Objective 4

APPLY A COMPREHENSIVE PLANNING APPROACH TO PROGRAMMING COMMUNITY IMPROVEMENTS AND SERVICES

POLICY 1

ESTABLISH PRIORITIES FOR ALLOCATING COMMUNITY SERVICES AND IMPROVEMENTS BASED ON COMMUNITY NEEDS

Resource Planning: Applying resources to needs and securing funds to finance public improvements is a complicated task. The overriding problem is the shortage of money to make necessary improvements. However, there are other factors to consider. Federal assistance programs for local communities now number several hundred. At the city level, clear-cut methods need to be established for relating Federal assistance to local needs, for determining whether the programs will achieve desired ends, and for establishing coordination and liaison with the appropriate agencies.

San Francisco should begin to apply a resource planning approach to its budgeting system. With respect to capital improvements and public services, certain ongoing activities will contribute to this method. The Area Planning Program, the Model Cities Program and the current work to revise the Master Plan are first steps toward establishing a goal-oriented approach to public budgeting. These activities will enable the Capital Improvements Advisory Committee to allocate public investment more according to need and potential.

Agency Cooperation: City departments should offer any aid possible to the Model Neighborhood Agencies in Bayview-Hunters Point, in the Mission, and in any new Model Neighborhoods. Zoning changes, public housing construction, and redevelopment action should be reviewed by the Model Neighborhood Agency in each community where the program operates.

POLICY 2

EXPAND AREA PLANNING AND LINK IT TO RESOURCE PROGRAMMING

Priority: In keeping with the expanded scope of planning and involvement with communities, the Department of City Planning Area Planning Program should be expanded.

High priority should be given to the South of Market, Mission, Ocean View, Visitacion Valley, Potrero Hill and all Neighborhood Maintenance Program areas. The Department should continue its work in Chinatown, Buena Vista, Bernal Heights, South Bayshore and the Richmond.

Strengthen Model Neighborhood Planning: Experience has shown that the planning function of the Model Neighborhood program needs to be strengthened and directly related to the programming and budgeting for the City as a whole. The Mayor's Office should continue working with the Mission and the Bayview-Hunters Point communities to strengthen planning and operations under the Model Neighborhood program.

POLICY 3

IMPROVE DESIGN AND LOCATION STANDARDS FOR PUBLIC FACILITIES

Urban Design Plan: The Department of City Planning Urban Design Plan will deal with components of the residential environment including form, image, open space and street livability. The Plan will recommend specific ways by which the quality of residential areas can be upgraded through both public and private improvements. Recommendations for public improvements will range from the undergrounding of utilities to the development of public facilities in conjunction with other uses.

Design Review: The Department of City Planning should increase its capacity for reviewing the design of development in San Francisco, in relation to design criteria recommended in the Urban Design Plan. The Department of City Planning should also work closely with the Art Commission, the Department of Public Works, and the Park and Recreation Department to improve the design of public buildings, open spaces and streets.

Design Assistance: Design assistance should be provided upon request to public agencies, neighborhood improvement associations, and citizen groups. The Department of City Planning, other City agencies, and volunteer design teams, such as the Community Design Center, should work to provide assistance on a wider scale.

Objective 5

ENCOURAGE CITIZEN PARTICIPATION IN PLANNING AND PROGRAMMING PUBLIC IMPROVEMENTS

POLICY 1

ESTABLISH MORE EFFECTIVE MEANS FOR CITIZEN PARTICIPATION AT THE CITYWIDE LEVEL

Review and Revision: All public agencies involved in housing in San Francisco should prepare plans for citizen review. Regardless of whether their plans range from general policies to specific projects, they should be reviewed thoroughly by the public before they are adopted and scheduled in the City budget.

Prior to formal hearings on the plans, attempts should be made to obtain widespread coverage in newspapers, television and radio. Staff members of all public agencies involved in carrying out the proposed plans should meet with community organizations upon request to discuss possible revisions. Commissions should do the same in all districts of the city. Evening meetings should predominate over daytime or luncheon meetings whenever possible.

Furthermore, public agencies should be open to suggestions regarding improvement of the review process itself. Flexibility and adequate review time seem to be essential characteristics of a good review process.

Improvement Plan Review: In keeping with the responsibility to submit public policy for citizen review, this Improvement Plan has been prepared as a proposal. It should be reviewed as thoroughly as possible before a revised policy section is submitted to the City Planning Commission for adoption and before the policies and programs are forwarded to the Mayor and the Board of Supervisors as a guide for City housing improvement.

Prior to formal Planning Commission hearings, attempts will be made to obtain coverage of the Improvement Plan in the media. Possibilities for televising citizen review sessions will be explored. Staff members of City agencies contributing to the Improvement Plan will meet with community organizations and citizen groups upon request. A questionnaire will be used as a source of suggestions for revising the Improvement Plan. Evening meetings in several areas of San Francisco will be recommended to the Planning Commission. When adequate time has passed to enable people to express their views, a revised Improvement Plan will be prepared by the Department of City Planning. It will be

published and circulated upon request. As a final step the policy section of the Improvement Plan will be presented to the Planning Commission for adoption as the housing element of the San Francisco Master Plan.

POLICY 2

PROVIDE OPPORTUNITIES FOR CITIZEN INVOLVEMENT IN THE PLANNING AND PROGRAMMING OF LOCAL COMMUNITY IMPROVEMENTS

Decision-making: All City departments and agencies should be required to consult with community organizations during the planning of programs and facilities. Communication at an early stage between public agencies and citizens provides a means for determining the need for public programs and facilities.

Area Planning: Expand the Area Planning Program and strengthen the Model Neighborhood program as previously explained. Investigate the applicability of the bloc grant system for the Area Planning Program.

Tenants Organizations: Encourage the formation of tenant organizations in low- and moderate-income housing developments, to assist with management. The Federal government at this time does not allow funds to be used to establish tenant organizations. Funds should be made available through the public housing program to assist tenant groups in organizational work.

Housing Opportunity Areas

Citizen groups, public agencies, and the Board of Supervisors have requested surveys for housing sites. The Housing Opportunity Areas listed in this section are an initial response to these requests. They are, however, more than a simple list, for they are prefaced by a clearly defined set of citywide objectives and policies for development. Just as they are put in proper perspective by the policies, they make the policies more useful for they show where the policies might be applied.

The Housing Opportunity Areas perform another important function. They show where new housing is possible, despite the shortage of land in the city. The list of sites indicates the difficulties in finding appropriate locations, but it also shows that San Francisco has more housing opportunities than some would expect.

Basically there are two types of housing opportunities: general locations where housing development might be

intensified over the long run; and specific sites where development could occur either through conversion of non-residential land to residential use or through multiple-use development. The first part of this section deals with general locations and the second part focuses on specific sites.

The opportunity areas for residential intensification were determined by the criteria set forth in Objective 2, Policy 1: proximity to employment centers, nearness to community facilities, accessibility to transportation, neighborhood character, and urban design factors.

Specific sites were selected from several sources: 1) area plans and studies were reviewed for housing proposals; 2) vacant public and private sites not included in these plans were selected from a partial survey of vacant land in San Francisco; 3) lists of surplus property were reviewed; and 4) selected private properties and City reservoirs, parking lots, and yard operations were surveyed for the possibility of more intensive use through air rights development. These sources yielded a long list of potential sites, which was narrowed through a field survey to determine the suitability of the environment for housing.

The list of sites has limitations. It is not complete. Moreover, some of the sites listed clearly involve contingencies which may, after further analysis, preclude housing development. Financial constraints, the capacity of supporting public facilities, and the opinions of local residents must be taken into account before these sites can be developed.

The Housing Opportunity Areas have been briefly reviewed by the staff of the following City departments: Bureau of Building Inspection, Housing Authority, Human Rights Commission, Mayor's Office, Real Estate Department and Redevelopment Agency. Additional discussions will be held with these and other City agencies while the sites are being reviewed by community organizations and individuals.

INTENSIFICATION AREAS

Increases in existing density are proposed in areas where accessibility to open space, transportation and community facilities would allow more intensive development. For the most part, existing zoning limitations on density already permit the types of residential intensification recommended. This intensification would occur primarily through private action as the economics of the situation permit.

Fulton and Fell Streets: An increase in the existing density is possible along portions of these streets to take advantage of the open space provided by Golden Gate Park. These areas would be a good location for family housing. Intensification of the existing density would be in keeping with the present zoning and the Ocean Beach height limits.

Jackson-Pacific Corridor: Some high-rise apartment buildings have already been constructed here. Additional high-rise structures could be developed.

Van Ness from Bay to California: Selected parts of this corridor would be suitable for commercial-residential development. Mixed-use combinations would be appropriate, similar to the Fox Plaza and Golden Gateway developments. Height limits should conform to those now in effect or to be recommended in the Urban Design Plan.

Lincoln Way: The same recommendations and reasoning are applicable to parts of this street as for Fulton and Fell Streets. Height limits should conform to those in effect for the Ocean Beach area or to be recommended in the Urban Design Plan.

BART Stations: Mixed-use combinations with higher residential densities would be suitable around BART stations at 16th and 24th Streets, Balboa and Daly City, where residents can take advantage of the proximity to rapid transit.

Geary Street: The Geary Street rapid transit line is second in priority to the BART extension to the airport. Over the longer run, mixed-use combinations and higher residential densities would be appropriate for this corridor of high accessibility.

OPPORTUNITY AREAS

In general, subsidized low- and moderate-income housing is recommended on sites which are publicly owned. Possible use of redevelopment tools is suggested where land assembly and cost write-downs are necessary.

Air rights development is proposed on some sites. Although such development is expensive, the scarcity of land in San Francisco necessitates this approach in order to avoid even higher land acquisition costs.

Planning Area 1 - Richmond

1-1. Playland: Private market-rate housing is recommended, constructed as a planned unit development with

a certain percentage of units for moderate- or low-income households. From 200 to 500 units are possible, depending on the mixture of housing types. Self-contained shopping and recreational facilities could be included. The area is presently zoned C-2, with a 40-foot height limit.

1-2. Geary-Presidio Muni Yards: This site is in public ownership and presently used for bus storage and servicing. Using air rights, 300 to 800 units of subsidized and market-rate housing and commercial facilities are possible.

1-3, 1-4, 1-5. Neighborhood parking lots: Small developments of public housing for families and the elderly are suggested on air rights over these neighborhood lots owned by the City Parking Authority.

Planning Area 3 - Northeast

3-1. Railroad yards: Private market-rate housing is suggested for these yards in conformity with the height limits of the Northern Waterfront Plan. From 500 to 1,000 units would be possible; any construction would probably be apartments for singles and childless couples. A planned unit development with guarantees that a certain proportion of the units would be reserved for moderate- and low-income elderly people would be appropriate.

3-2. Russian Hill Reservoir: A platform could be built over this site with as many as 100 subsidized units for families and the elderly.

3-3. Chinatown sites: Two sites for public housing have been suggested. Discussions have already been held with the community and with the Housing Authority, which has begun feasibility studies. From 100 to 200 units could be built there.

3-4. Kirkland bus yards: Presently used for Municipal Railway storage and maintenance. Subsidized housing for families and the elderly is possible for this public land; from 75 to 190 units would be possible, depending on the mixture of family and studio units.

3-5. Scavenger truck storage lot: This site is next to the Northpoint apartment development; private, market-rate housing of the same type is recommended. From 75 to 190 apartments could be developed for single people and couples.

KEY TO POTENTIAL HOUSING OPPORTUNITY AREAS MAP

1-1	Playland	8-4	Neighborhood parking lot
1-2	Geary-Presidio Muni Yards	9-1	Wisconsin Street*
1-3	Neighborhood parking lot	9-2	Old Goat Farm
1-4	Neighborhood parking lot	10-1	South Bayshore sites*
1-5	Neighborhood parking lot	10-2	Neighborhood parking lot
3-1	Railroad yards	11-1	Farmers Market
3-2	Russian Hill Reservoir	11-2	Vacant land near and along James Lick Freeway
3-3	Chinatown sites*	12-1	University Mound Reservoir
3-4	Kirkland bus yards	12-2	Geneva Car Barn
3-5	Scavenger truck storage lot	12-3	Old Greenhouse area
3-6	Pier 45*	12-4	Mansell Ridge
3-7	Piers 1-7*	13-1	Fort Funston
7-1	Neighborhood parking lot	13-2	Homewood Terrace
8-1	Regal Pale Brewery*	13-3	Private site east of Fort Funston
8-2	Franklin Square area	14-1	Neighborhood parking lot
8-3	Neighborhood parking lot	15-1	Sunset Reservoir

*Areas identified elsewhere in the report for immediate public action.

Potential Housing Opportunity Areas



● Refer to Key on Facing Page
 Planning Area Boundary

3-6. Pier 45: As recommended in the Northern Waterfront Plan, housing would be desirable on Pier 45 as part of a multiple-use development.

3-7. Piers 1-7: According to Bay Conservation and Development Commission (BCDC) guidelines, these piers could be replaced by housing development with the same amount of water coverage. These could be part of a planned unit development. In that way, residential design and use would conform with standards set by the Northern Waterfront Plan. Bay views and open space would be insured, and a portion of the 800-1,000 possible units could be guaranteed for moderate-income families.

Planning Area 7 - Central

7-1. Neighborhood parking lot: A small development of public housing for families and the elderly is suggested for the air rights over this lot owned by the City Parking Authority.

Planning Area 8 - Mission

8-1. Regal Pale Brewery site: Plans are being prepared by the Department of City Planning and the Redevelopment Agency. This site under the City's redevelopment program can accommodate 90 to 100 subsidized units for families.

8-2. Franklin Square area: Use of renewal powers is suggested for this site, to purchase vacant industrial properties and to acquire the air rights over the block south of the Square, now a Municipal Railway storage yard. Subsidized medium-density housing is suggested, taking advantage of the open space provided by Franklin Square.

8-3, 8-4. Neighborhood parking lots: Small developments of public housing for families and the elderly are suggested for the air rights over lots owned by the City Parking Authority.

Planning Area 9 - South of Market

9-1. Wisconsin Street: This site, owned by the City, was analyzed in the Department of City Planning Wisconsin Street Report. About 200 units of housing were recommended, with commercial facilities and a service center included.

A later Board of Supervisors' resolution made more specific recommendations: One-third of the project should be for low-income, one-third for moderate- and one-third for middle-income, to achieve a balanced development.

9-2. Old Goat Farm: Approximately 40 to 50 family, private market-rate housing units are possible on this sloping site. Views should be preserved within the existing 40-foot height limit and development should reflect the scale of the surrounding neighborhood.

Planning Area 10 - Bayview-Hunters Point

10-1. South Bayshore sites: About 1,400 units of low- and medium-density housing for moderate- and middle-income families are recommended for Candlestick Cove and Bayview Hill in the Department of City Planning South Bayshore Plan. Redevelopment provisions will be required to implement a housing program for this area. (In addition to the large-scale possibilities in the Cove, the South Bayshore Plan notes that there are about 100 single vacant lots in the South Bayshore area suitable for private development.)

10-2. Neighborhood parking lot: A small development of public housing for families and the elderly is suggested on air rights over this neighborhood lot owned by the City Parking Authority.

Planning Area 11 - Bernal Heights

11-1. Farmers Market: The produce market has a large parking lot over which development of medium-density, subsidized housing would be possible. Up to 500 units could be created, depending on the extent of coverage. Views should be preserved; development should be of the same scale as the surrounding neighborhood; and the development should conform to the Bernal Heights "Neighborhood Improvement Plan", prepared by the community.

11-2. Vacant land near and along James Lick Freeway: From 30 to 50 medium-density family housing units are possible on these vacant sites, some of which are under Housing Authority review.

Planning Area 12 - South Central

12-1. University Mound Reservoir: About 170 low-density townhouses are suggested along the edges of this reservoir.

12-2. Geneva Car Barn: This bus storage area is a prime site, located near a BART station, a Muni substation and City College. The location would be ideal for apartment housing; from 400 to 1,400 units might be possible using air rights.

12-3. Old Greenhouse area: Private market-rate housing is suggested for these sites. A planned unit development of medium-density townhouses with assurances for open space, in keeping with the surrounding neighborhood scale would be appropriate for part of the sites.

12-4. Mansell Ridge: Engineering problems have prevented development of single family homes on these vacant lots. However, good access, close proximity to open space and excellent views present an opportunity for a higher density planned unit development along the ridge.

Planning Area 13 - Ingleside

13-1. Fort Funston: From 1,000 to 1,500 units of low-density housing for low- and moderate-income families is recommended in a Department of City Planning report dealing with the 70-acre Fort Funston site. Design and open space recommendations noted in the report should be observed in addition to the provisions for commercial facilities and public transportation.

13-2. Homewood Terrace: This site would be suitable for medium-density family units, a portion of which could be subsidized. Development should be worked out with the participation of the local residents.

13-3. Private site east of Fort Funston: Private market-rate housing might be suitable for this site.

Planning Area 14 - Inner Sunset

14-1. Neighborhood parking lot: A small development of public housing for families and the elderly is suggested on air rights over this neighborhood lot owned by the City Parking Authority.

Planning Area 15 - Outer Sunset

15-1. Sunset Reservoir: There would be engineering problems in developing housing over the entire site of this reservoir. However, townhouses could be clustered along the east and south sides of the reservoir, along with additions to public open space.

Targets and Program Strategy

Housing targets are essential for measuring the progress of public programs. They provide both citizens and public officials with a means of evaluating the effectiveness and impact of certain public actions.

The targets presented in the Improvement Plan vary from those previously proposed in the 1965 Community Renewal Program. The CRP targets included both public and private actions and were based on housing need without a clear determination of the real potential for satisfying demand. Assessing the real potential for development in a constrained housing market is a difficult problem. For this reason the Improvement Plan for Residence sets targets for housing through public programs only. While this approach has limitations, it is important to recall that in 1969 over half of the new units completed in San Francisco were constructed through publicly sponsored projects. The targets recommended in this report reflect anticipated resources and were set in cooperation with the agencies responsible for achieving them.

Many of the recommendations of this plan are not intended to be quantified in numerical terms. Some recommendations deal with legislative, administrative or procedural matters. These kinds of recommendations are in some cases equally important as the quantified program targets which follow. Although it is more difficult to monitor the progress toward these less tangible recommendations, the City must pursue them as fully as the targets for operating programs.

In view of the above, the following targets are recommended for the 1970-71 and 1971-72 fiscal years.

PROGRAM TARGETS: July 1, 1970 to June 30, 1972

Redevelopment Agency

1. Make available sites for 600 units of market housing.
2. Contract with community-based sponsors to construct 2,885 units of moderate prices private housing.
3. Make available sites for 476 units of public housing.
4. Begin a new project on the Regal Pale site for approximately 100 units of family housing.

5. Initiate feasibility studies for housing on the following sites:
 - Chinatown public housing sites (in conjunction with the Housing Authority) 100-200 units
 - Wisconsin Street 200 units
 - South Bayshore sites 1,400 units
 - Northern Waterfront sites (number of units not yet determined)

Housing Authority

1. Execute the remaining leases of the original 1,500 allotted under the Section 23 leasing program.
2. Complete four units of family housing and 621 units for the elderly which are under construction.
3. Construct 241 units of family housing and 705 units for the elderly which are in the planning phase.
4. Begin construction of new projects not yet in the planning phase which involve approximately 36 family units and 201 units for the elderly.
5. Investigate potential proposals involving approximately 720 family units and 770 units for the elderly. Begin construction on the most feasible of these proposals.
6. Continue the search for sites. Concentrate on the planning areas that fall below the citywide ratio of public housing units to all units in the city.

Federally Assisted Code Enforcement (FACE)

1. Finish FACE areas 1-4 by June 1970:

Arguello Park (Inner Richmond), Buena Vista,
Glen Park, Great Highway 5,781 units

Finish FACE areas 5-7 by March 1972:

Alamo Square, Bernal Heights I,
Duboce Triangle 4,084 units
2. Begin FACE areas 8-9 in 1971:

Inner Richmond and Upper Ashbury

3. Initiate feasibility studies for expansion of FACE to the following areas:

Group A

Sunnyside (for possible inclusion
in 1971 program)

Alamo Square to Page Laguna and/or
Haight-Fillmore

Bernal Heights areas II-VII

Duboce Triangle to Upper Market

South Bayshore

Group B

Inner Richmond north of Geary

Upper Ashbury - Inner Sunset

4. Establish and maintain contact in neighborhoods with program potentials: Excelsior, Haight-Ashbury, Mission, Oceanview and Potrero districts.

Bureau of Building Inspection, Division of Apartment House
and Hotel Inspection

1. Continue inspecting apartment houses and hotels at the rate of 1,000 structures per year. Complete the ten-year Systematic Code Enforcement Program by 1978.
2. Study the Systematic Code Enforcement Program for its impact on rents and tenants. Prescribe ways to alleviate hardships that may result from the program.
3. Submit a revised plumbing code to the Board of Supervisors for adoption by 1971.
4. As required, review the Building Code by 1971.

PROGRAM STRATEGY

The policies for residence suggest an approach to the treatment of residential areas that is tailored to the particular character of this city. San Francisco's housing stock is generally in sound condition and possesses unique qualities. In contrast to many eastern, industrial cities where extensive rebuilding is required to replace large

areas of substandard housing, the approach to residential treatment in San Francisco should be one that emphasizes retaining the existing character of community areas through the sensitive application of maintenance and small scale rebuilding programs. The city's small size and shortage of land also suggest that San Francisco cannot rely on private forces to meet the current housing need. In this situation, the role of public programs in providing and maintaining housing will become increasingly significant. For these reasons, the policies for residence recommend the initiation of a neighborhood maintenance program, expanded use of code enforcement, and in certain areas the coordinated use of social, economic and physical programs to deal with housing problems.

These factors provide the basis for the following basic strategy for public programs in housing:

1. Complete existing projects in redevelopment, low-income housing development and code enforcement.
2. Increase the use of the Federally Assisted Code Enforcement Program and the City's Systematic Code Enforcement Program as major tools in maintaining and improving the existing housing stock.
3. Apply a neighborhood maintenance approach to redevelopment over the long run, as a means of improving and rehabilitating the housing stock. Combine the tools of many agencies to increase the effectiveness of neighborhood maintenance.
4. In the redevelopment program, over the short run, emphasize construction of additional housing on predominantly nonresidential land or in special nonimproved opportunity areas.
5. Rely on a larger staff in the Mayor's Office to provide leadership essential to involve private developers and sponsors in developing housing opportunity areas, using the complete range of public tools available.
6. Provide greater resources to establish more effective means for citizens to participate in decision-making at both the citywide and neighborhood levels by means of a variety of techniques, including the use of citizens' committees and area planning programs.

San Francisco must also use its leadership and influence to take the necessary steps, possibly through the Federal structure, to assure sound regional planning. Such an

approach would provide for the coordinated development of housing, industry, institutions, services and transportation in the Bay Area. Such unified action will be necessary to achieve social justice, economic prosperity and physical order in both San Francisco and the region.

Synopsis

improvement plan for residence

Synopsis

This synopsis, representing the report's major recommendations, is intended to facilitate review of the Improvement Plan.

Objective 1

MAINTAIN THE QUALITY AND DIVERSITY OF SAN FRANCISCO'S RESIDENTIAL COMMUNITIES

Policy 1. ADOPT A NEIGHBORHOOD MAINTENANCE APPROACH IN THE REDEVELOPMENT PROGRAM

Focus on residential rehabilitation and replacement of marginal nonresidential uses with new housing.

Minimize large-scale clearance and displacement in the future.

● Program Recommendations:

Complete current projects.

Initiate a neighborhood maintenance program on a multi-agency basis. Combine the benefits of several programs to better meet the variety of housing needs in neighborhoods. Initially, use three basic programs: Section 236 rehabilitation program (Redevelopment Agency); Section 312 low interest FACE loans (Bureau of Building Inspection); Section 23 leasing program (Housing Authority).

Policy 2. MAKE EXTENSIVE USE OF CODE ENFORCEMENT

Maintain the existing housing stock.

Avoid future need for large-scale residential clearance.

● Program Recommendations:

Begin at least two new FACE areas and initiate FACE feasibility studies in seven areas.

Select new FACE areas on the basis of criteria recommended.

Make changes in the Section 312 loan program.

Allocate City money for a special revolving fund for repair and demolition.

Establish a rehabilitation fund.

Initiate a receivership program to acquire and rehabilitate condemned, abandoned and gift buildings.

Organize a housing court.

Provide a tax break to property owners who improve their structures.

Permit the establishment of escrow accounts into which tenants of buildings in code violation could place their rents.

Policy 3. IMPROVE AND EXPAND SERVICES TO REHOUSE DISPLACED HOUSEHOLDS

Minimize displacement over the long run, but in the meantime lessen the hardships of displacement.

● Program Recommendations:

Publish eligibility guidelines for temporary rent assistance.

Require relocation planning by each public agency that may cause or be involved in displacement.

Establish a reporting procedure so that all temporary displacements are known and standardize the methods and definitions for reporting.

● Program Recommendations (continued):

Expand services of Central Relocation Service to households displaced by fires or similar disasters. Extend provisions for moving expenses to all City programs requiring displacement of people.

Policy 4. DECREASE THE RELIANCE ON PROPERTY TAXES AS A MUNICIPAL REVENUE SOURCE

Seek other sources for public revenue in order to reduce the City's reliance on property taxes. This would help to retain moderate-income homeowners and to maintain a supply of private low-rent units in the city.

● Several program possibilities are suggested for consideration:

Tax personal and corporate income earned in San Francisco.

Shift some municipal costs, such as public assistance, entirely to the State and Federal governments.

Enact selected user taxes on City facilities and services.

Allow five-year tax exemptions for code compliance repairs.

Change the Federal five-year accelerated depreciation system.

Use assessment schedules which do not discourage residential improvements but penalize neglect.

Policy 5. UNDERTAKE A CONTINUOUS REVIEW OF RESIDENTIAL CONDITIONS AND CONSTRUCTION TRENDS

Provide the information essential for planning and acquiring State and Federal assistance for housing.

Expand information tools which assist in the evaluation of public programs.

● Program Recommendations:

Establish a citywide common information system.

Undertake an annual survey of housing.

Objective 2

INCREASE RESIDENTIAL DEVELOPMENT IN CERTAIN AREAS OF
SAN FRANCISCO AND THE BAY AREA

*Policy 1. CONVERT SOME NONRESIDENTIAL LAND TO RESIDENTIAL USE.
INTENSIFY RESIDENTIAL DENSITIES WHERE APPROPRIATE
UNDERTAKE MULTIPLE-USE DEVELOPMENT*

Make use of three types of housing opportunities that occur in San Francisco despite its shortage of vacant land.

Conversion: In the central and southeastern portions of the city there are opportunities for converting vacant and marginal industrial land to residential use.

Intensification: Opportunities for residential intensification usually occur in areas with the following characteristics:

1. proximity to employment centers
2. nearness to community facilities
3. accessibility to transportation
4. neighborhood character which could accommodate higher densities
5. urban design factors

Multiple-use: Opportunities for multiple-use exist in areas with special potential, such as the waterfront and the areas surrounding downtown.

● Program Recommendations:

Develop housing on five Public Action Areas within the next two years:

Regal Pale site
Wisconsin Street site

South Bayshore sites
Chinatown sites
Northern Waterfront sites

Study 32 Housing Opportunity Areas for their potential for housing. These areas can be classified into several types:

air rights over selected Muni yards,
City reservoirs, and neighborhood
parking lots

vacant public property

public property suitable for conversion
to other uses or multiple uses

vacant private sites

private sites with possibilities for
multiple-use development

Change the system of non-cash local credits
for renewal programs.

Periodically evaluate public properties that
may be surplus or have potential for
multiple-use development.

Emphasize lease, not sale, of public land,
including redevelopment projects.

*Policy 2. DEVELOP HOUSING THROUGHOUT THE BAY AREA LINKED TO
THE NEEDS OF THE REGION AND THE RENEWAL OF THE
CENTRAL CITIES*

Provide alternate housing and employment
choices for residents of San Francisco,
Oakland, and Richmond.

Require that all new housing developments
be built in conjunction with employment
opportunities, transportation services,
and other essential community facilities.

● Program Recommendations:

Enact State enabling legislation for new
town development.

Expand the provisions for new community development in the 1970 Housing Act. Provide adequate Federal appropriations for new community development in the Bay Area.

Organize a regional housing lobby.

Objective 3

PROVIDE MAXIMUM HOUSING CHOICE BOTH IN THE CITY AND IN THE BAY AREA, ESPECIALLY FOR MINORITY AND LOW-INCOME HOUSEHOLDS

Policy 1. DISTRIBUTE LOW- AND MODERATE-INCOME HOUSING THROUGHOUT THE CITY

Reverse the trend of locating most low-income housing in relatively few sections of San Francisco.

Establish a guideline: the ratio of public housing should be about the same in all planning areas as the ratio is for the total city, except when a community wants more low-income housing.

● Program Recommendations:

Evaluate the 32 Housing Opportunity Areas identified in this report for their public housing potential and for the possibility of combining public housing with other housing types.

Enact Federal legislation to provide housing assistance to low-income single persons who are not elderly or handicapped.

Investigate HUD breakthrough proposals for their applicability in San Francisco.

Form a nonprofit regional housing development corporation to seek funds and sponsors for housing developments, including new communities, and take over structures in the City's receivership program for rental or purchase by low- and moderate-income households.

Strengthen the Municipal Special Rent Assistance Program.

Expand the public housing homeownership program.

Policy 2. INCREASE THE SUPPLY OF LOW-INCOME HOUSING IN THE BAY AREA

Recognize that the housing problem is regional.

While San Francisco works to expand its supply of low- and moderate-income housing, require other Bay Area cities to do the same.

● Program Recommendations:

Strengthen the State Housing Element requirement by calling for provision of low- and moderate-income housing, jobs, and services in accordance with regional, not just local, needs.

Make provision of low- and moderate-income housing obligatory in municipalities that participate in Federal assistance programs.

Change Federal and State requirements to allow county housing authorities to cooperate in building low-rent units on a regional basis.

Enact an ABAG requirement that all Bay Area jurisdictions provide low- and moderate-income housing.

Policy 3. ENFORCE FAIR HOUSING LAWS

Work to eliminate housing discrimination based on race, religion and national origin.

● Program Recommendations:

Adopt a fair housing provision for the annual occupancy permits given to hotels and apartment houses.

Provide the public schools with materials about housing, planning and urban problems.

*Policy 4. REVIEW SAN FRANCISCO CODES FOR THEIR IMPACT ON
THE CONSTRUCTION OF LOW- AND MODERATE-INCOME
HOUSING*

Determine whether code provisions can be modified, without sacrificing quality or safety, to aid construction of moderate- and low-income housing.

● Program Recommendations:

Continue to revise and update the Planning Code, Electrical Code, Plumbing and Building Code.

Make administrative changes to cut red tape.

Objective 4

APPLY A COMPREHENSIVE PLANNING APPROACH TO PROGRAMMING
COMMUNITY IMPROVEMENTS AND SERVICES

*Policy 1. ESTABLISH PRIORITIES FOR ALLOCATING SERVICES AND
IMPROVEMENTS BASED ON COMMUNITY NEEDS*

Assess community needs for City services and public facilities in terms of citywide resource development and relative need.

Establish clear-cut methods for relating Federal assistance to local needs, for determining whether the programs will achieve desired ends, and for establishing coordination with appropriate agencies.

● Program Recommendations:

Use the revised Master Plan, the Model Cities Program and the Area Planning Program as guides for establishing priorities for City services and capital improvements. Use them also as first steps toward establishing a goal-oriented approach to public budgeting.

Promote City agency cooperation with Model Neighborhood Agencies.

Policy 2. EXPAND AREA PLANNING AND LINK IT TO RESOURCE PROGRAMMING

Work with citizens in order to define problems in their communities and to direct public and private resources toward solving these problems.

Link this effort directly with a resource program so that planning emphasizes the delivery of services and facilities.

Use the Model Cities bloc grant approach as a guide to linking area planning with resource programming.

● Program Recommendations:

Continue the Area Planning Program in the following areas:

Chinatown
Buena Vista
Bernal Heights
South Bayshore
Richmond

Expand the program to the following priority areas:

South of Market
Mission
Oceanview
Potrero Hill
neighborhood maintenance areas

Strengthen Model Neighborhood planning.

Policy 3. IMPROVE DESIGN AND LOCATIONAL STANDARDS FOR PUBLIC FACILITIES

Upgrade residential areas by using public facilities to enhance the positive attributes of these areas.

Pay special attention to the design and location of streets since the character of residential areas is greatly influenced by them.

Use impact on neighborhood character as a primary criterion for developing and improving streets and highways.

●Program Recommendations:

Apply the specific design recommendations being developed in the Urban Design Plan for San Francisco.

Review the design of new development in San Francisco in relation to criteria to be established in the Urban Design Plan.

Provide design assistance upon request to public agencies, neighborhood improvement associations, and citizen groups.

Objective 5

ENCOURAGE CITIZEN PARTICIPATION IN PLANNING AND PROGRAMMING RESIDENTIAL IMPROVEMENTS

Policy 1. ESTABLISH MORE EFFECTIVE MEANS FOR CITIZEN PARTICIPATION AT THE CITYWIDE LEVEL

Make government more responsive to changing needs by strengthening methods for citizen review and revision of public policy and programs.

●Program Recommendations:

Seek better coverage of plans and specific project proposals in newspapers, television and radio.

Provide adequate time for citizen review of public programs prior to formal hearings.

Continue to make City commissions representative of the broadest possible range of public interests.

Policy 2. PROVIDE OPPORTUNITIES FOR CITIZEN INVOLVEMENT IN PLANNING AND PROGRAMMING OF LOCAL COMMUNITY IMPROVEMENTS

Require public agencies to employ as many means as possible to assure citizen

involvement in planning and programming community improvements before these improvements are scheduled.

●Program Recommendations:

Encourage the formation of community organizations or planning boards to represent the neighborhood's interest in matters affecting their areas.

Strengthen Model Neighborhood programs.

Expand Area Planning program and investigate the possibility of City-financed bloc grants.

Encourage the formation of tenant organizations in low- and moderate-income housing developments to assist with management.

Increase communications at an early stage between public agencies and citizens in order to provide a means for determining the need for public programs and facilities.

* * *

Two-year Program Targets

Many of the recommendations in this report cannot be quantified in numerical terms. Nevertheless, housing targets are essential for measuring the progress of public programs. The two-year targets which follow reflect anticipated resources and were set in cooperation with the agencies responsible for achieving them.

Housing Authority

1. Execute the remaining leases of the original 1,500 allotted under the Section 23 leasing program.
2. Complete four units of family housing and 621 units for the elderly which are under construction.
3. Construct 241 units of family housing and 705 units for the elderly which are in the planning phase.

4. Begin construction of new projects not yet in the planning phase which involve approximately 36 family units and 201 units for the elderly.
5. Investigate potential proposals involving approximately 720 family units and 770 units for the elderly. Begin construction on the most feasible of these proposals.
6. Continue the search for sites. Concentrate on the planning areas that fall below the citywide ratio of public housing units to all units in the city.

Federally-Assisted Code Enforcement (FACE)

1. Finish FACE areas 1-4 by June 1970:

Arguello Park (Inner Richmond), Buena Vista,
Glen Park, Great Highway 5,781 units

Finish FACE areas 5-7 by March 1972:

Alamo Square, Bernal Heights I,
Duboce Triangle 4,084 units

2. Begin FACE areas 8-9 in 1971:

Inner Richmond and Upper Ashbury

3. Initiate feasibility studies for expansion of FACE to the following areas:

Group A

Sunnyside (for possible inclusion in 1971 program)

Alamo Square to Page Laguna and/or Haight-Fillmore

Bernal Heights areas II-VII

Duboce Triangle to Upper Market

South Bayshore

Group B

Inner Richmond north of Geary

Upper Ashbury - Inner Sunset

4. Establish and maintain contact in neighborhoods with program potentials: Excelsior, Haight-Ashbury, Mission, Oceanview and Potrero districts.

Bureau of Building Inspection, Division of Apartment House and Hotel Inspection

1. Continue inspecting apartment houses and hotels at the rate of 1,000 structures per year. Complete the ten-year Systematic Code Enforcement Program by 1978.
2. Study the Systematic Code Enforcement Program for its impact on rents and tenants. Prescribe ways to alleviate hardships that may result from the program.
3. Submit a revised plumbing code to the Board of Supervisors for adoption by 1971.
4. As required, review the Building Code by 1971.

Redevelopment Agency

1. Make available sites for 600 units of market housing.
2. Contract with community-based sponsors to construct 2,885 units of moderate priced private housing.
3. Make available sites for 476 units of public housing.
4. Begin a new project on the Regal Pale site for approximately 100 units of family housing.
5. Initiate feasibility studies for housing on the following sites:
 - Chinatown public housing sites
(in conjunction with the
Housing Authority) 100-200 units
 - Wisconsin Street 200 units
 - South Bayshore sites 1,400 units
 - Northern Waterfront sites
(number of units not yet determined)

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QUESTIONNAIRE

IMPROVEMENT PLAN FOR RESIDENCE

The Improvement Plan for Residence has been prepared for citizen discussion. Your answers to the following questions are solicited as part of the discussion and will contribute to revision of the general policies and action programs proposed in the report.

1. What do you see as the most crucial responsibilities now for the City in housing programs?

2. Do you think that the neighborhood maintenance approach recommended in the report would make redevelopment more useful and acceptable to San Francisco residents?

3. The report recommends continuing the current priority system of code enforcement in the most dilapidated buildings first, coupled with several means for minimizing adverse effects on low-income owners and tenants.

Do you agree with this approach?

What further steps, if any, are necessary to ensure alleviation of hardships to owners and tenants which might be caused by code enforcement?

4. Do you think that the ratio system, as recommended in the report, for distributing low- and moderate-income housing throughout the city is fair?

5. What, if anything, should be done to ensure availability of low- and moderate-income housing in the suburbs?

6. In the area of tenant rights, the report recommends:

- a) that tenants be permitted to put rents in escrow to correct code violations;
- b) a fair housing clause in the City's housing occupancy permits for hotels and apartments; and
- c) funding for tenants' organizations to manage public housing.

Do you agree with each of these proposals?

What further steps, if any, should be taken in the area of tenants' rights?

7. Should the City advocate a model lease in which the rights of tenants and landlords are clearly spelled out?

8. The report recommends several ways to increase citizen participation in planning, policy formulation and resource allocation:

- a) that City departments be required to review their programs with community organizations;
- b) that provisions for citizen participation in the City Charter be strengthened; and
- c) that the system of using bloc grants in area planning be explored.

Do you agree with each of these proposals?

What further steps, if any, should be taken to improve channels for citizen participation?

1. The first part of the report is devoted to a general survey of the situation in the country. It is followed by a detailed account of the work done during the year. The third part contains a list of the names of the persons who have been engaged in the work, and a list of the names of the persons who have been engaged in the work.

2. The second part of the report is devoted to a detailed account of the work done during the year. It is followed by a list of the names of the persons who have been engaged in the work, and a list of the names of the persons who have been engaged in the work.

3. The third part of the report contains a list of the names of the persons who have been engaged in the work, and a list of the names of the persons who have been engaged in the work.

9. Thirty-two specific sites are proposed as potential housing opportunities. Do you feel that any of these sites would not be appropriate for housing? Why not?

10. What would be the best way to promote the development of those sites which are appropriate for housing?

11. The report recommends general objectives and policies as framework for and guidance to the City's housing programs (pp.31-47) Which of the recommended policies should become part of the City's Master Plan? (Refer to them by number, if you wish. Example: Objective 1, Policy 1)

12. Which, if any, of the proposed policies should be omitted or changed?

13. Are there any other policies you would recommend for official adoption?

14. Even though programs recommended in the report involve little displacement of people from existing housing, what steps should be taken to alleviate hardship on people who have to be relocated because of government programs?

15. Other comments on the Improvement Plan?

16. What is the particular focus of your (or your organization's) concern in housing matters?

* * * * *

Please mail to San Francisco Department of City Planning,
100 Larkin Street, San Francisco 94102

Call Emily Hill, 558-4541, with comments and questions.

(Optional) Name
 Address
 Agency/Organization
 Phone

Are you interested in more copies of the report?

Are you interested in City staff attendance at a
meeting of your organization?

San Francisco. Department of
City Planning.
Improvement Plan ... (Appendix)

Improvement Plan for residence proposal for citizen review

THE COMPREHENSIVE PLAN OF SAN FRANCISCO

DOCUMENTS

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APPENDIX

IMPROVEMENT PLAN FOR RESIDENCE

APPENDIX

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INTRODUCTION

This appendix presents background material to assist in the review of the Improvement Plan for Residence.

The recommendations in the Improvement Plan are based upon information analyzed in a series of three housing reports issued recently by the Department of City Planning. The first presented background information about previous City policies toward housing. The second outlined current issues in housing and explored many questions to be dealt with in planning for residential improvements. The third report presented the most recent data available concerning housing supply and demand based upon a special survey sponsored by the Department. These three reports, which help to place the Improvement Plan in context, are summarized briefly in this appendix.

In addition to these summaries, several other items are included in this appendix. Since population issues relate directly to housing policies, a brief review of population trends and their bearing on housing needs is presented. The Improvement Plan is in part a continuation of the Community Renewal Program (CRP). Consequently, an evaluation of the CRP goals and recommendations is included.

A. HISTORY OF POLICY

Housing policy in San Francisco has grown out of a series of public actions taken in the last three decades in response to immediate problems. Most of these actions have taken place since World War II, when a population influx caused a massive housing shortage. During the 1950's, as the shortage eased, the response of City agencies to housing issues tended to be sporadic, seldom coordinated, and reflective of stopgap measures rather than of long-range planning.

Until the Community Renewal Program (CRP) in the early 1960's, there had not been a comprehensive body of policy directed toward resolving basic housing issues within a city-wide framework. The CRP was undertaken partly in response to a need for coordination of actions, definition of housing needs and goals, and development of a priority system for allocating public resources to best achieve those goals. The CRP also underscored the importance of establishing and maintaining an accurate data base from which policy could be both derived and against which it could be tested for relevance.

While earlier renewal studies tended to view the city's housing stock as a static resource, the CRP offered more realistic, dynamic analyses and recommendations. Given San Francisco's changing population and housing market, the CRP provided a way of understanding market activities and their relationship both to the local economy and to public actions.

The CRP was used by local government agencies both to document housing problems and to develop a framework within which problems could be solved and potentials realized. Emphasis was placed upon efficient and productive use of resources.

The CRP heightened public consciousness of the problems relating to the residential environment, such as poverty, unemployment and racial discrimination and it pointed out constraints on both the public and private sectors' ability to act on housing problems.

Findings of the CRP led to a reconsideration of renewal objectives and affirmed the importance of conservation and rehabilitation as tools for housing stock maintenance.

Since 1965, several factors have led to an expansion of the scope and significance of city housing policy. First, the functional reorganization of certain public agencies has

suggested new policies. Second, the Mayor and his staff have taken an increasingly active role in determining overall City policies, including housing. Third, citizen groups have indicated growing awareness of social issues involved in housing. Finally, the impact of Federal programs in the city has intensified, and public policies are undergoing changes needed to cope with this increased activity.

Throughout the years, a series of general, citywide housing objectives have originated from a number of sources, including the Office of the Mayor, the Board of Supervisors, City agencies and citizen organizations. The Improvement Plan for Residence has been prepared within the context of these broad objectives, the most explicit of which have been the following:

1. maintain and improve the existing housing stock;
2. meet the housing needs of low-income households;
3. improve relocation assistance;
4. develop suitable vacant and nonresidential land for housing in order to minimize relocation;
5. involve residents of renewal projects in the preparation and execution of renewal plans;
6. distribute public housing throughout the city by using leased units and small-scale projects on scattered sites;
7. encourage a balanced population, without predominance of any single economic group;
8. prepare comprehensive, coordinated plans and programs for improving housing on a citywide basis.

B. CURRENT PROGRAMS, ISSUES AND PROBLEMS

CURRENT PROGRAMS

A series of public programs, both Federal and local, have been used to deal with some of the city's housing problems. Programs have been added, and some altered, in response both to CRP recommendations and to changing public needs and demands.

The public housing program is the oldest. The Housing Authority has provided about 5,700 permanent low-rent units since its establishment in 1938. Another tool used to provide low-rent units is the Housing Authority's leasing program. About 900 of the 1,500 authorized apartments throughout the city have been leased from private landlords for rental to eligible low-income families and elderly individuals.

The San Francisco Redevelopment Agency has six residential redevelopment projects in various stages of progress. Approximately 6,000 housing units, most of them substandard, have been demolished in these areas; about 12,600 private and subsidized units have either been built or are scheduled, and another 3,000 existing units are planned for rehabilitation.

Concentrated code enforcement has been an important tool for neighborhood rejuvenation and structural maintenance. Its importance in San Francisco continues to increase. Before Federal funds became available, the program was sponsored solely by the City and administered by the Bureau of Building Inspection, Department of Public Works. A section of the city was designated for conservation, and building inspectors began a systematic program of bringing all structures in the area into compliance with City housing code standards. The 1965 National Housing Act greatly increased the potentials of concentrated code enforcement by offering low-income grants and low-interest loans to eligible property owners for code repairs. This program, called Federally Assisted Code Enforcement (FACE), is currently operating in seven San Francisco neighborhoods, and applications are being prepared for several more. About 5,000 structures were brought up to standard in the earlier City program, and about 4,500 will be brought into compliance in the current seven FACE projects.



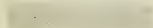
Systematic citywide code enforcement is responsible for maintaining standards in the city's hotels and multi-unit apartment houses. These approximately 17,000 buildings contain more than half of the dwelling units in the city. The Division of Hotel and Apartment House Inspection (DAHI),

Public Programs Affecting Residential Environment



SAN FRANCISCO BAY



-  Residential Urban Renewal Project Area
-  Federally-Assisted Code Enforcement Area
-  Model Neighborhood Area

which administers this program, began a rigorous program designed to bring all of these structures into compliance during the ten years between 1969 and 1978.

The Model Cities program is in the planning phase in the Bayview-Hunters Point area of San Francisco; the program may also be extended into the Mission district. This program attempts to deal with both social and physical neighborhood problems, in a comprehensive way. Housing need, substandard conditions, and overcrowding are significant in both neighborhoods.

CURRENT ISSUES

Several basic housing issues form the context for the Improvement Plan for Residence. These issues are the focus of an earlier report in this series. However, because of their importance, they will be summarized here briefly.

Population Composition and Housing Need

The city has limited resources, and it is not possible for everyone who wants or needs to live here to be properly housed. Any restrictions on either the number or type of households would, of course, be indirect. But the scarcity of suitable vacant land for housing, the high costs of constructing, managing and maintaining buildings in the city, low income, large family size and racial discrimination, although not direct, certainly limit the ability of some households to find standard units at reasonable prices.

This question of population composition, the incremental result of myriad private and public decisions, is especially pertinent to three groups of people who live in San Francisco -- or would like to live here.

The poor, especially the minority poor, have difficulty finding standard housing that is both uncrowded and within their means. The vacancy rate is low; the public housing waiting list is long; low-rent but substandard housing is being removed from the stock through both private actions and public programs; and discrimination confines most of the poor to racial ghettos. All of these factors further complicate low-income people's search for adequate shelter in San Francisco.

Elderly residents, too, have difficulty finding decent housing. The number of elderly single people in San Francisco has been increasing. While most are white, and do not have

discrimination to cope with, those who are poor have extreme difficulty in finding housing since they subsist on painfully inadequate, fixed pensions, social security or welfare payments. The number of standard, low-rent apartments for the elderly controlled by the San Francisco Housing Authority is small, compared to the need, although more than one thousand units are scheduled for construction during the next few years. Besides housing, the elderly have other needs which are not always met: suitable recreation space, adequate health care, inexpensive and convenient public transportation, and a sense of participation in the community.

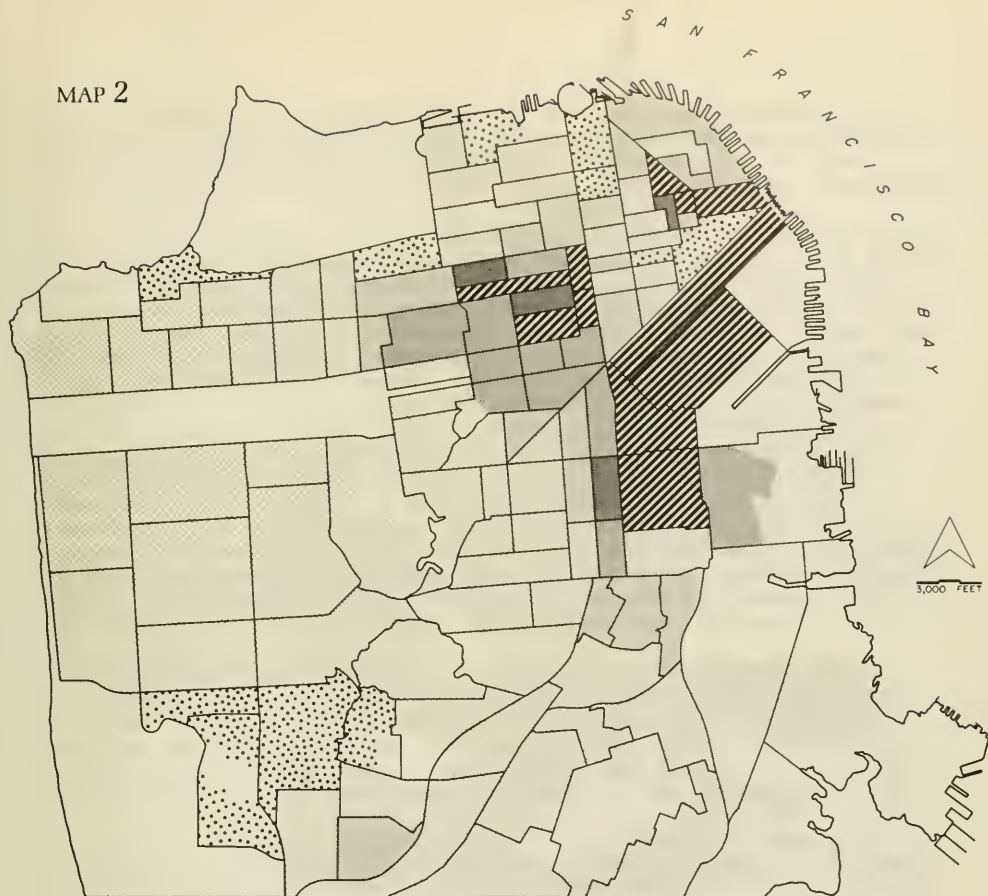
The CRP Final Report suggested that moderate- and middle-income families with children were essential to maintaining the diversity of San Francisco's population and recommended that certain steps be taken to encourage a minimum proportion of such families to settle or remain in San Francisco. This is the third group, then, which has difficulty finding suitable homes in the city. Rental accommodations both large and inexpensive enough for moderate- and middle-income families are scarce, and few families can find housing to purchase in the city, unless they earn more than \$15,000 a year. These families, too, are concerned about schools and neighborhood environment, and they prefer the single-family detached home which is growing more scarce in San Francisco every year. Those who can leave the city do, usually moving to nearby suburbs, which seem more suitable both in price range and in residential amenities.

Housing Market and the Existing Inventory

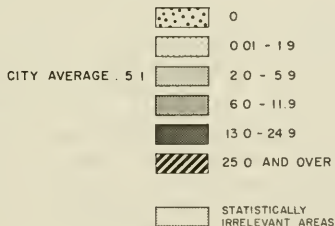
Because the city housing inventory is large and in relatively good condition, it is unlikely that changes will be anything but incremental. This stock, then, is a major determinant of which households can and will live in San Francisco. Changes in the inventory since 1960, through demolition, new construction and rehabilitation, reinforce the trend toward providing accommodations for the single individual and the childless couple. The number of units suitable for, and attractive to, middle-income families with children has diminished.

The condition of the housing stock is as important as the size and number of units available. San Francisco's inventory is relatively old and in fairly good condition. About two-thirds of the units were built before 1960 and less than sixteen percent were substandard in 1960. (Map 2) The issue, then, is how to treat that proportion of the housing stock which is not good. Public actions, through the programs discussed earlier, have had a small but noticeable effect on

MAP 2



STRUCTURES DETERIORATING AND WITHOUT ADEQUATE PLUMBING PLUS
DILAPIDATED STRUCTURES PER 100 STRUCTURES IN CENSUS TRACT, 1960



the maintenance and improvement of the housing inventory, whether through demolition and new construction, intensified code enforcement coupled with public improvements, or the less intense efforts of citywide code inspection and compliance.

Public housing may be the major source of standard, adequately sized units available for the city's elderly and large, poor families. That program presently controls about 6,800 leased and conventional units, less than three percent of the total stock. More of both kinds of units have been authorized, but many problems are involved in their placement. Not many sites are available outside redevelopment project areas, and proposals to develop these few have met with strong neighborhood opposition. High land and construction costs almost force building the kind of high density projects which have proven somewhat unsuccessful for housing families in San Francisco. Although the leasing program has proven more successful in distributing units throughout the city, the Housing Authority has not been able to use the full complement of units allocated; problems have arisen with leasing arrangements, maintenance and durability of leased apartments, and the low rent ceiling allowed by Federal regulations.

Ensuring the quality of new housing constructed in San Francisco is as important as maintaining the existing stock. Adequate size, sound-proofing, and durable construction methods and materials are necessary. The issue which arises, however, is to what extent the city's residents can bear the higher costs which invariably follow from improved standards.

The CRP Final Report analyzed a substantial number of barriers to improving San Francisco's residential environment. A high proportion of the population cannot afford to purchase or rent new or substantially rehabilitated older units. Although much of the existing stock is in good condition, it is old, more subject to deterioration and more costly to maintain than newer units. About two-thirds of the city's households rent, and rental units tend to be less well maintained than owner-occupied units. Land is scarce and expensive, and construction costs are high. Racial segregation forces minorities to pay a high proportion of their incomes for housing which is often substandard. San Francisco property taxes are high and, in certain cases, tend to financially penalize owners who improve their properties. It is difficult to borrow money at reasonable rates, for either purchase or improvement of residential property in San Francisco. Many owners are reluctant to improve their properties without the assurance that others in the neighborhood will also invest. Some owners do not know how to make necessary repairs or improvements. Environmental deficiencies, sometimes caused

by a low level of City services or public investment, inhibit improvement and maintenance of residential properties in some neighborhoods.

Overcoming these barriers raises issues about the priorities for public action, specifically in regard to the residential questions of how displacement and relocation should be handled and how neighborhoods should be designated for renewal treatment.

Without drastic changes in the political and economic system, it is likely that the private market will continue to be the major provider of housing. However, land and construction costs, as well as the need for a profitable return, make it extremely doubtful that the private market will, unaided, fulfill the demands of those poor and moderate-income households most in need of adequate shelter. The government has a number of programs for dealing with this discrepancy between the needs of residents and the offerings of the market. These programs range from actual construction of public housing and provision of rent supplements to enforcement of minimum code standards.

Citizen Participation

Many recent events in San Francisco illustrate the extent to which residents want to become involved in decisions which affect the quality of their lives. The extent to which they can control housing, however, is subject to debate. Housing is a peculiar commodity, responsive to outside forces such as economic fluctuation and employment trends, which are difficult to predict and often impossible to control. Because most housing is built, owned and controlled by the private market, it is likely that citizens may have a voice only in those public actions relating to the overall residential environment, not to the myriad of factors which make up the private decision to build, sell, demolish or remodel any individual structure.

C. STATUS OF THE STOCK:
SUMMARY OF THE "SURVEY OF HOUSING"

In the summer of 1969, a consultant under contract to the Department of City Planning conducted a survey of housing, with special attention to the vacancy rate in multi-unit structures. The survey also provided information on other characteristics of the housing stock and its households.

The aim of the survey was to provide a current factual basis for housing policy and program decisions. The major findings of the survey are reported in Survey of Housing, Housing Report 3, which is summarized below.

While this survey provides insights into current market conditions for housing and the possible directions of the San Francisco housing market in the 1970's, it was voluntary and conducted with limited resources. These limitations hamper its use for specific estimates of housing need; nevertheless, it is extremely valuable as a general guide to housing needs.

The low vacancies disclosed by this survey were not startling, partly because of the recent heightened awareness of critical housing problems, both in the city and in the Nation. However, the quantitative information contained in the survey substantiates the need for housing programs in San Francisco. The report also contains analyses of additions to the housing stock from 1959 to 1968. This material demonstrates in a dramatic fashion the extent and the nature of San Francisco's building "boom" in the early 1960's. The dramatic climb in construction cost, especially for the single-family home, is also noted, and the combined effects of tight money and scarce vacant land may be held responsible for the indifferent performance of the construction industry in supplying new market-rate housing toward the end of the decade. Finally, the report describes people's reaction to their neighborhood and documents the opinion that people are becoming increasingly disturbed by environmental and social problems.

SUMMARY OF SURVEY FINDINGS

Apartment Vacancy Rates and Rental Information

1. Vacancy rates in all types of multi-family dwelling units in San Francisco are below the 1966 level. The citywide average vacancy rate for all types of apartments, at all rent

Table 1

APARTMENT VACANCY RATE

By Survey Area

Rank Order	Survey Area	Vacancy Rate	
		1969	1966
1	Downtown	5.3%	4.5%
2	Potrero-Bayshore	2.8	(a)
3	Inner Richmond	2.6	5.2
4	Buena Vista-Twin Peaks	2.5	8.4
5	Western Addition	2.0	9.7
6	Inner Mission	1.6	5.2
7	Northeast	1.3	5.2
8	Marina-Pacific Heights	1.2	2.7
9	Outer Richmond	0.9	6.1
10	Bernal Heights-Outer Mission	0.7	(a)
11	West of Twin Peaks-Sunset	0.6	4.0

(a) Figures were combined in previous survey.

Table 2

VACANCY RATE

By Type of Unit

Type of Unit	Vacancy Rate	Number of Units
Studio	1.8%	1,441
One Bedroom	2.9	2,599
Two Bedrooms	1.8	702
Three Bedrooms and over	2.3	246

levels, is 2.3 percent, and most available units rent for more than \$100 a month.

2. Vacancy rates, by unit type, were highest for one-bedroom and lowest for two-bedroom units.

3. Significant blocks of vacant units appear only in the rental ranges above \$100. Of the total 4,988 units reported vacant, only 434 were in the less than \$100 category. (Table 3)

4. An increasing number of households, a shortage of housing, and the inability of the private market to respond quickly, especially to low- and moderate-income needs, will probably require an even greater effort by the public sector.

Household Characteristics

1. The natural increase in the population of San Francisco, together with in-migration of new residents, has resulted in a vacancy rate significantly lower than in 1960 and 1966. This decline probably indicates an increase in the 1960 population of 740,316, since, during the same period, the net number of dwelling units had increased by 21,000. While an earlier report by the Department of City Planning provided a conservative 1970 estimate of 711,000, the information generated by this survey indicates that San Francisco is gaining population. In lieu of detailed migration figures, it is reasonable to assume an increase in San Francisco's population since 1960, to a total between 745,000 and 760,000.

2. The single-family dwelling unit population contains relatively more elderly persons, more skilled blue-collar workers and large families than the apartment population. (Tables 6 and 7)

3. Approximately 46 percent of the apartments and 33 percent of the single-family dwelling units in San Francisco are occupied by persons who five years ago were living at another address. More than 54 percent of the apartments and 67 percent of the single-family dwelling units have been occupied by the current residents for five years or more. (Table 8)

4. The San Francisco residents who reported occupying their present apartment within the last two years were almost equally divided between those who came from another county, state or country (54.3 percent) and those who were already city residents (45.7 percent). (Table 8)

Table 3
DISTRIBUTION OF MULTI-FAMILY UNITS
By Type, Rental Level and Vacancy Rate

Monthly Rental	Studio		1 Bdrms		2 Bdrms		3 Bdrms +		No. Units	Total	
	Inventory	% Vacant	Inv.	% Vac.	Inv.	% Vac.	Inv.	% Vac.		No. Vac.	% Vac.
Under \$50	4.6	----	6.1	----	17.8	----	28.0	----	19,094	----	----
\$50-59	1.5	----	----	----	----	----	----	----	1,209	----	----
60-69	3.8	0.2	0.4	----	----	----	----	----	3,345	131	0.1
70-79	5.3	----	4.2	----	1.0	----	----	----	8,427	----	----
80-89	12.8	0.1	4.3	----	1.0	----	0.2	----	14,384	98	----
90-99	23.6	0.3	5.2	----	6.4	----	1.4	----	25,799	205	0.1
100-124	22.0	0.3	17.8	1.8	5.5	----	3.4	0.2	35,892	1,847	0.8
125-149	12.5	0.6	22.7	0.6	12.6	0.1	11.9	0.2	36,513	964	0.5
150-174	7.1	0.2	16.8	0.2	18.6	0.7	10.9	1.8	29,196	747	0.3
175-199	3.4	0.1	8.4	0.2	10.9	0.2	0.6	----	14,535	359	0.2
200-249	1.1	0.1	9.1	0.1	11.6	0.2	5.0	----	14,199	277	0.1
250-299	0.2	----	1.1	0.1	3.4	0.1	10.1	----	3,524	151	0.1
300-399	----	----	0.3	----	4.8	0.3	9.4	0.1	3,190	136	0.1
400 up	0.2	----	0.7	----	4.8	0.2	16.7	----	4,462	73	----
Total Rate	98.1	1.9	97.0	3.0	98.2	1.8	97.7	2.3			2.3

Source: Survey of Housing, San Francisco Department of City Planning, December, 1969.

5. Although the average size of households in single-family dwellings (2.91 persons) is larger than that of apartment households (1.78), a majority of San Franciscans now live in apartments. (Table 5 and Chart 2)

6. About 60 percent of apartment households have an annual income under \$8,000; more than half the households living in single-family dwellings have an annual income above \$10,000.

7. San Francisco's multi-family units attracted more persons from other states than from elsewhere in California. About 35 percent of the city's newer multiple units are serving a national and international clientele, 19 percent a regional and statewide clientele, and 46 percent a citywide clientele. (Table 8)

Characteristics of the Housing Stock

1. The San Francisco housing stock had approximately 218,757 apartments and 112,341 single-family dwelling units in summer, 1969.

2. Since 1959, 26,913 units have been constructed in the city: 23,076 apartments and 3,837 single-family units. When the demolition of 3,689 apartments and 1,549 single-family units is subtracted, the net addition to the city's housing stock was 21,675 units: 19,387 apartments and 2,288 single-family units. (Table 9 and Chart 3)

3. Housing construction in San Francisco reached a peak for the decade of 4,638 units per year in 1964. In 1968, 1,406 units were completed; annual net additions to the stock in 1964 and 1968, allowing for demolitions, were 3,936 units and 778 units respectively.

4. The 1960's trend towards construction of multi-family dwelling units may be in part attributable to the changing characteristics of the city's work force. San Francisco is in transition from a mixed economy, with significant manufacturing activity, to one in which finance, insurance, real estate and corporate head office activities predominate. Not only the housing, but the associated recreational and traffic circulation implications of these economic changes, warrant further detailed examination. The high percentage of young adults in the national population, central city space limitations, and rising land and construction costs have reinforced this trend. (Charts 4 and 5)

Table 4

AGE BY TYPE OF DWELLING

<u>Household Size</u>	<u>Multi-Family (a)</u>	<u>Single-Family Dwelling</u>
1 person/hhld	50%	20%
2	35	30
3	9	19
4 +	<u>6</u>	<u>31</u>
TOTAL	100%	100%

Table 5

HOUSEHOLD SIZE BY TYPE OF DWELLING

<u>Age Group</u>	<u>Multi-Family (a)</u>	<u>Single-Family</u>
Under 30 years	28%	10%
30-44 "	36	25
45-64 "	24	38
65 and over	<u>12</u>	<u>27</u>
TOTAL	100%	100%

Table 6

OCCUPATION BY TYPE OF DWELLING

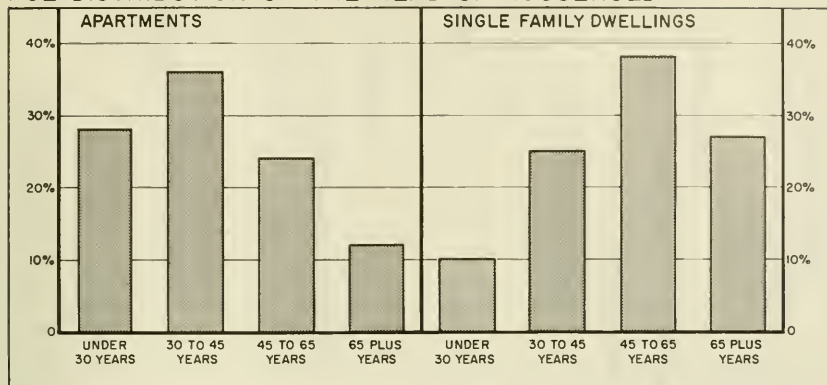
<u>Occupation Group</u>	<u>Multi-Family (a)</u>	<u>Single-Family Dwellings</u>
Technical/Prof./ Managerial/Sales	41%	38%
Clerical	23	14
Craftsmen/Oper./ Service Workers	14	24
Students	8	2
Retired/Welfare/ Disabled	<u>14</u>	<u>22</u>
TOTAL	100%	100%

(a) All buildings containing two or more units.

Source: Survey of Housing, San Francisco Department
of City Planning, December 1969.

CHART 1

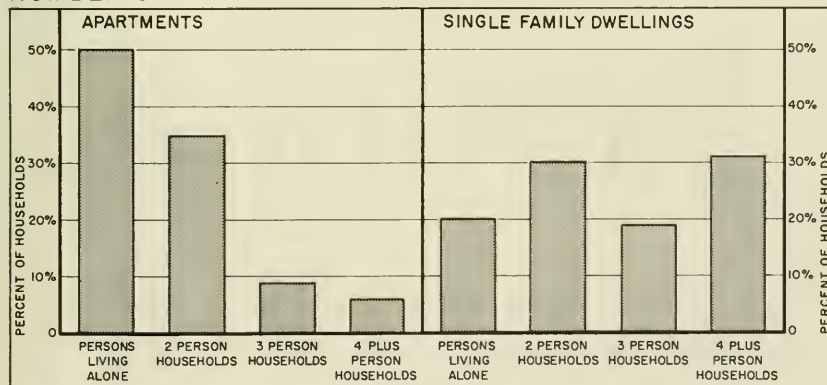
AGE DISTRIBUTION OF THE HEAD OF HOUSEHOLD



Source: David Bradwell and Associates, Survey for Department of City Planning, 1969

CHART 2

NUMBER OF PERSONS PER HOUSEHOLD



Source: David Bradwell and Associates, Survey for Department of City Planning, 1969

Table 7

SAN FRANCISCO WORK FORCE

By Type of Residence - 1969

<u>Occupational Group</u>	<u>Apartment</u>		<u>Single-Family Dwelling Unit</u>		<u>Total</u>		<u>1960 Census *</u>
Professional, Technical & Kindred	71,279	47,965	119,244	40,446			
Managers, Officials, Proprietors	14,049	9,496	23,545	28,854			
Clerical & Kindred Workers	61,895	26,170	88,065	79,268			
Sales Workers	26,155	16,169	42,324	25,219			
Craftsmen	12,919	14,552	27,471	32,838			
Operatives	10,692	9,080	19,772	38,161			
Service Workers	14,220	21,420	35,640	46,232			
Other not elsewhere classified	-----	-----	-----	25,598			
Total Employed	211,209	144,852	356,061	331,156			
Students	20,867	2,871	23,738	n.a.			
Retired/Welfare/Disabled	<u>38,366</u>	<u>42,343</u>	<u>80,709</u>	<u>n.a.</u>			
TOTAL	270,442	190,066	460,508	331,156			

Sources: * 1960 Census of Population, Report PHC-1-1-37. Table 7C, U.S. Department of Commerce, Bureau of the Census, Washington, D.C., 1960.

Survey of Housing, San Francisco Department of City Planning, December 1969.

Table 8
MOVEMENT OF SAN FRANCISCO APARTMENT OCCUPANTS
Within Two Years Preceding March 1969

Housing Survey Area	Circulating Within Area	Arriving from Other S.F. Areas	Arriving Other Bay Area	Arriving Other Calif.	Arriving Other States	Arriving Other Countries	Total Arrivals
Outer Richmond	-	45.9%	15.8%	-	36.3%	-	100.0% (3,733)
Inner Richmond	-	57.8	3.5	7.9%	30.8	-	100.0 (3,305)
Marina-Pacific Heights Northeast	10.0%	29.9	7.8	6.3	45.6	0.4%	100.0 (6,915)
	9.6	30.2	8.9	8.6	36.4	6.3	100.0 (12,402)
Downtown	6.3	24.4	7.3	14.0	45.8	2.2	100.0 (8,394)
Western Addition	14.2	32.6	9.9	5.7	36.7	0.9	100.0 (8,434)
Buena Vista-Twin Peaks Inner Mission	11.9	41.6	10.1	2.7	32.8	0.5	100.0 (6,209)
	21.0	38.9	21.5	4.5	12.0	2.1	100.0 (6,823)
W of Twin Peaks-Sunset	8.7	42.9	11.6	3.3	7.4	26.1	100.0 (3,609)
Potrero-Bayshore	10.8	70.8	10.4	3.5	4.5	-	100.0 (2,628)
South of Market	-	-	100.0	-	-	-	100.0 (1,261)
Bernal Heights-Outer Mission	-	29.5	46.6	-	23.9	-	100.0 (736)
TOTAL	9.9 (6,383)	35.8 (23,135)	12.7 (8,197)	6.4 (4,110)	31.7 (20,465)	3.5 (2,239)	100.0 (64,529)

Source: Survey of Housing, San Francisco Department of City Planning, December, 1969.

Table 9

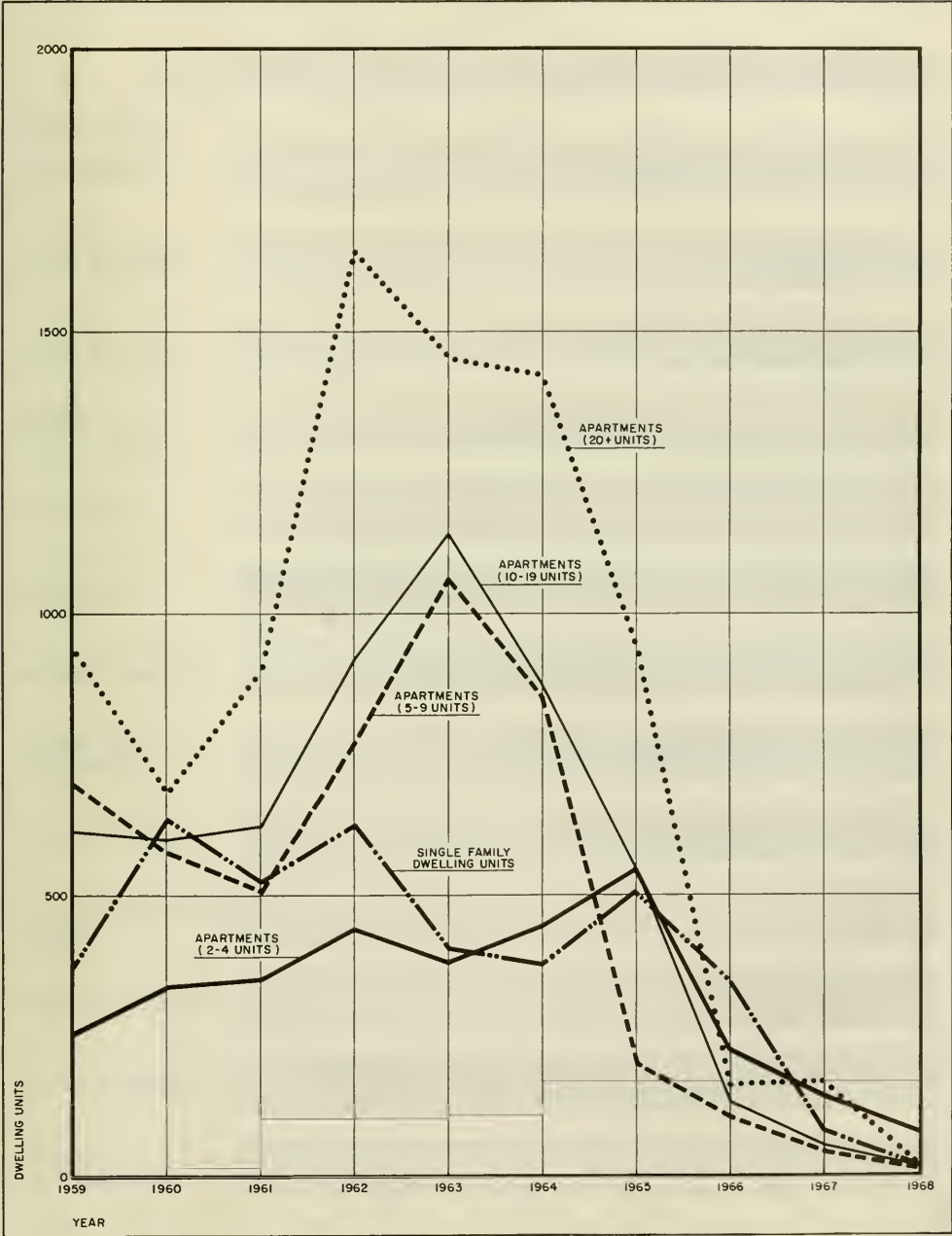
SAN FRANCISCO BUILDING PERMITS ISSUED, 1959-1968

Number of Buildings and Number of Units
By Housing Survey Area

<u>Housing Survey Area</u>	<u>Number of Buildings</u>	<u>%</u>	<u>Number of Units</u>	<u>%</u>
Outer Richmond	347	5.5%	2126	7.9%
Inner Richmond	176	2.8	1248	4.6
Marina-Pacific Heights	160	2.5	1919	7.1
Northeast	187	3.0	4051	15.0
Downtown	4	0.1	431	1.6
Western Addition	118	1.9	2136	7.9
Buena Vista-Twin Peaks	708	11.1	3313	12.4
Inner Mission	936	14.8	3235	12.1
West of Twin Peaks-Sunset	1540	24.4	3378	12.5
Potrero-Bayshore	444	7.0	1424	5.3
South of Market	1	-	4	-
Bernal Heights-Outer Mission	1701	26.9	3643	13.6
Unassigned	<u>5</u>	<u>0.1</u>	<u>10</u>	<u>-</u>
Total	6327	100.0	26918	100.0

CHART 3

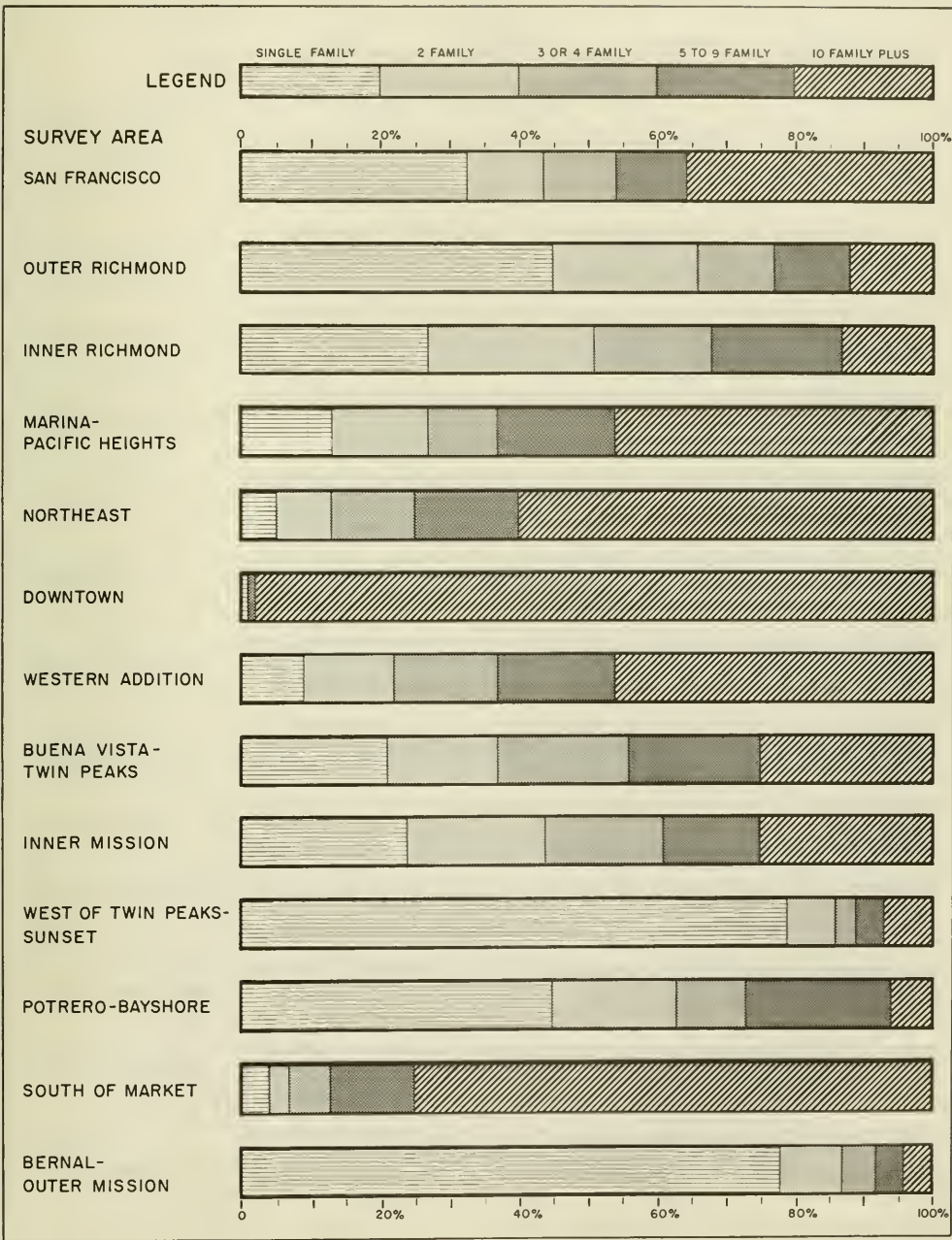
NUMBER OF SAN FRANCISCO DWELLING UNITS
FOR WHICH BUILDING PERMIT APPLICATIONS WERE RECORDED



Source David Bradwell and Associates, Survey for Department of City Planning, 1969

CHART 4

DWELLING UNIT DISTRIBUTION BY NUMBER OF UNITS PER BUILDING

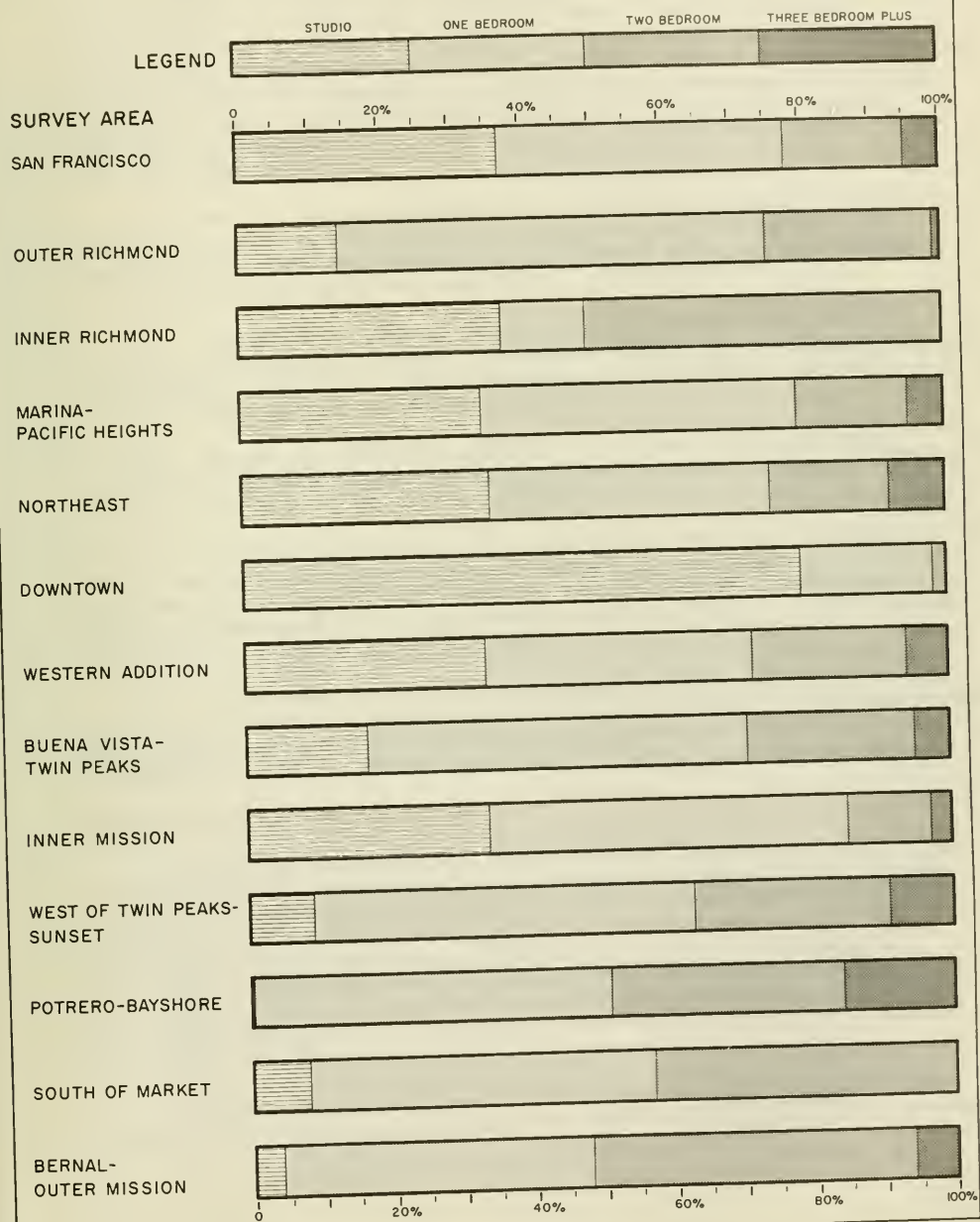


Source David Bradwell and Associates, Survey for Department of City Planning, 1969



CHART 5

DWELLING UNIT TYPE DISTRIBUTION IN MULTI-UNIT BUILDINGS



5. Approximately 21.2 percent of the occupied apartment units in the city rent for less than \$90 per month, and 11.6 percent rent for \$200 per month or more. Approximately 4.6 percent of all vacant units rent for less than \$90 per month, and 12.8 percent for \$200 or more. The household with very low and the household with very high rent-paying ability may face a more limited range of choice of apartment units than households closer to the citywide median rent level. (Charts 6 and 7)

6. While a high percentage of the multi-family housing stock is over 30 years old, the condition of the stock, as reported by those who occupy it and those who own and manage it, is generally good to excellent. (Chart 8)

7. There is a serious shortage of private and public low-cost housing for large low-income families, senior citizens, and college students. These groups, of necessity, compete for the available space in low-cost projects.

8. Rental of public housing, in common with the more attractive units offered by the private market, often involves a waiting period of a year or more.

9. An examination of the ownership patterns of multi-family units shows that most of the stock is owned by individuals who live in the same area as the building. Nonlocal corporate ownership is more common among recently constructed, large-scale, high-rise complexes.

10. Many San Francisco apartment buildings provide a short-term place of residence for people moving to the Bay Area from other parts of the nation. Buildings serving this role frequently have an annual turnover of more than 40 percent.

Concern for the Neighborhood

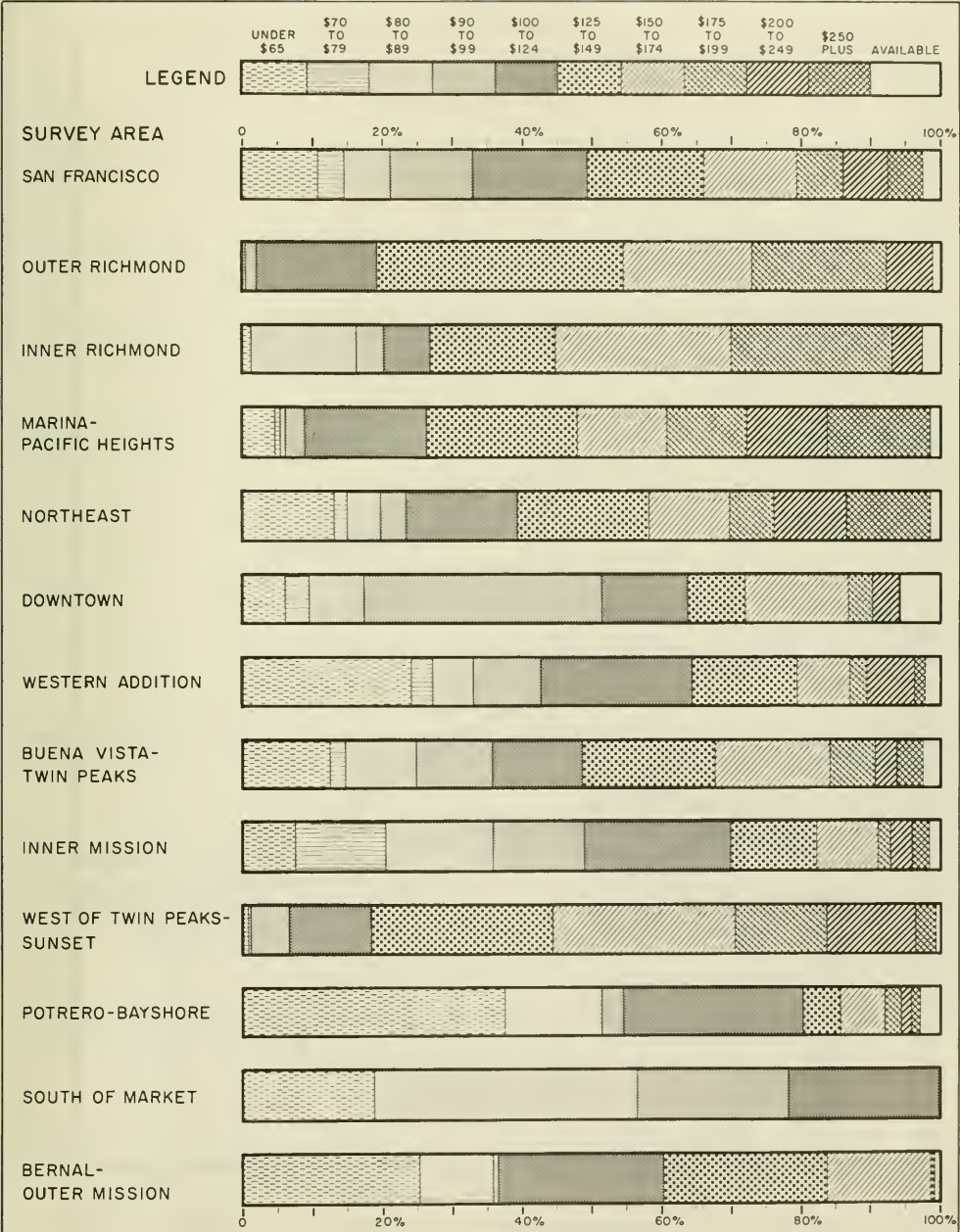
1. Survey respondents were given a choice of items they considered most unsatisfactory in their neighborhood. Their response indicated that in almost every area traffic-related problems received the most mention. Inadequate on-street parking, traffic and street noise, and traffic safety, in that order, were the major complaints. Of least concern were the adequacy of fire protection service, proximity of hazardous lots, buildings or factories and the condition of streets and sidewalks.

2. Problems relating to the physical condition of the housing stock were subordinate to other environmental problems

reported by the majority of respondents. Social problems of crime and violence, traffic safety, pressures on available parking caused by new commercial ventures in previously residential areas, unsightly vacant lots and utility poles, and the 'noise pollution' by vehicles, dogs, children, and neighbors are more critical to many San Franciscans than problems associated with the physical condition of the housing stock. There is also, for many residents, an economic problem of expanding household income to keep abreast of rising rents, property taxes and building ownership costs.

CHART 6

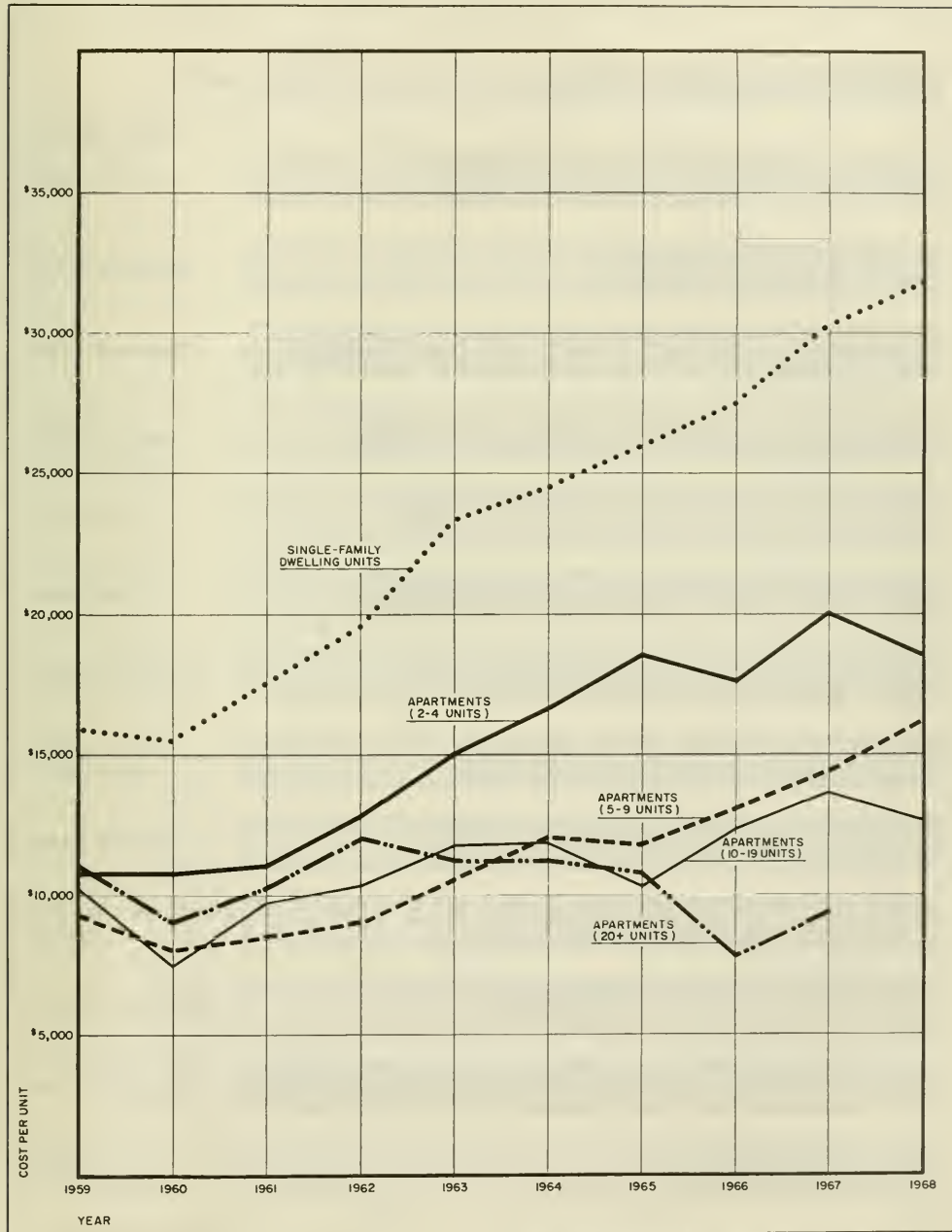
RENT DISTRIBUTION OF DWELLING UNITS IN MULTI-UNIT BUILDINGS



Source: David Bradwell and Associates, Survey for Department of City Planning, 1969

CHART 7

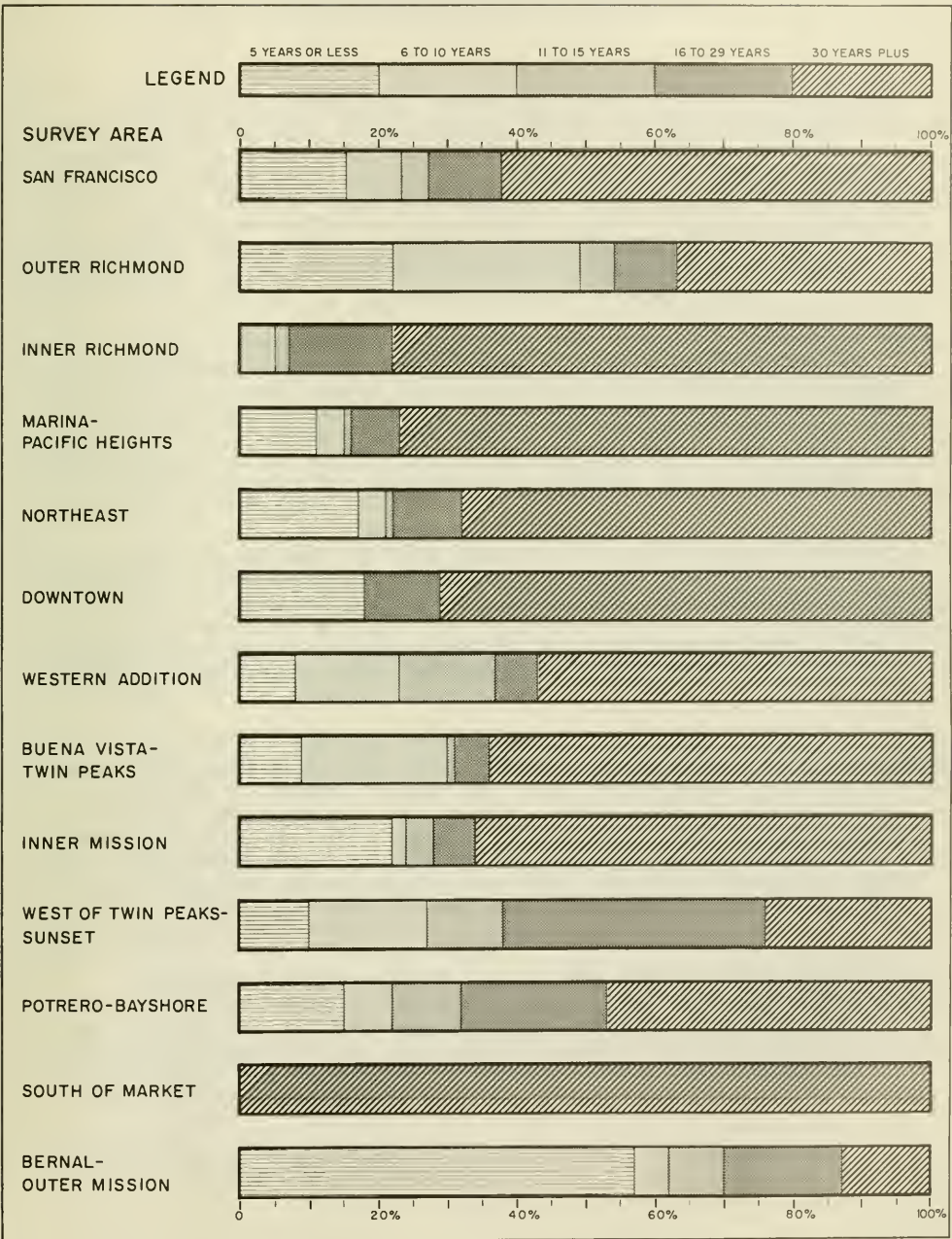
TRENDS IN COSTS PER UNIT OF SINGLE- AND MULTI-FAMILY DWELLING UNITS IN SAN FRANCISCO 1959-1968 (CURRENT DOLLARS)



Source: David Bradwell and Associates, Survey for Department of City Planning, 1969

CHART 8

DWELLING UNIT AGE DISTRIBUTION IN MULTI-UNIT BUILDINGS



Source: David Bradwell and Associates, Survey for Department of City Planning, 1969

D. PROJECTED CHANGES IN POPULATION
AND HOUSEHOLD COMPOSITION

Population estimates and projections for San Francisco vary, there is even disagreement about the total number of city residents in 1960, the year of the last complete national census. Population totals vary from the U.S. Census figure of 740,000 to the 793,000 estimate of the U.S. Corps of Engineers. The projections offer an even wider range. The U.S. Corps of Engineers, again the highest, estimates the city's 2020 population at 1,018,000, while the State Department of Water Resources predicts a static 740,000 for that year.

It is important to illustrate the range of estimates made from official sources. Knowledge of these differences is essential in developing a perspective from which to view any series of population totals, estimates and projections. The population is never static, and it is probable that even the 1960 Census was inaccurate. Each of the dozen official projections was made for different purposes, using different demographic methods.

The Department of City Planning, in its own series of population projections, foresaw a gradual decline in total residents. According to those estimates, the population would drop from 740,000 in 1960 to 727,000 in 1965. The departmental report predicts a further decline to 711,000 in 1970. The Survey of Housing, 1969, estimated the population at about 760,000.

The totals for the time-span of this plan cannot be substantiated until the 1970 Census, which will not be available until 1971. However, while the total population itself is important in planning for housing, the composition of the population is at least equally important. All sources which are concerned about people in the city do agree about one thing: the kinds of people who live here are changing, and those changes are significant for the housing market in San Francisco.

The most obvious change is in the number of households in San Francisco. While the total population has declined since post-World War II, the number of households has increased. This trend means that more single people and childless couples have become San Francisco residents, while the number of families has declined.¹

¹CRP Final Report, 1965, p. 42.

The proportion of elderly in the city's population has also increased since 1950, a trend which will probably continue.¹

Another dramatic trend has been the increase in the non-white population of San Francisco, a trend apparent in most other core cities in the United States.² Between 1960 and 1990 San Francisco's proportion of nonwhite residents is expected to increase from 18 to approximately 48 percent.³ The number of nonwhites is expected to increase from 135,788 to approximately 362,200 during the same period.

These trends in population composition change -- fewer families, more single people, more elderly, more nonwhite -- have already had noticeable effects on the housing supply which must be taken into account in any planning. New construction has tended to concentrate on providing studio, efficiency and one-bedroom units. Many families who can afford to move to the suburbs have done so. Public housing, especially for the elderly, is in great demand, with several thousand applicants on waiting lists.

¹San Francisco Department of City Planning Population Projections, 1968, p. v.

²CRP Final Report, 1965, pp. 43-44.

³San Francisco Department of City Planning Population Projections, 1968, p. 22.

E. THE SAN FRANCISCO COMMUNITY RENEWAL PROGRAM
RESIDENTIAL GOALS AND RECOMMENDATIONS: A RE-EVALUATION

The Community Renewal Program Final Report recommended long-range housing and renewal policies and outlined a six-year action program which would be the first in a series of steps toward achieving residential goals.

The following residential goals and objectives were set forth:

Adequate housing in a decent living environment ...
... the City should be planning and renewing its residential areas for groups who have preferred and are likely to prefer to live and work here: immigrants, minority groups, young adults, entrepreneurs, senior citizens, skilled, semi-skilled and professional workers.

Each household should by 1978 have a safe, sound, sanitary and adequately sized dwelling unit at a cost it can afford ...

The private market should be encouraged whenever possible to meet the needs of all the various groups.

Sufficient public housing or rent supplementation should be provided for those who cannot afford standard private housing.

Present overcrowded and substandard deteriorated housing should be eliminated, and further crowding and deterioration forestalled.

High quality existing units should be maintained.

Maximum opportunity for choice of housing and residential location should be ensured for all people.

Adequate community and cultural facilities should be provided in appropriate areas ...

Low-density, family-oriented, owner-occupied housing areas should remain available, to afford middle-income families alternatives to the suburbs.

A variety of higher-density accommodations should be available for those not needing or wanting single-family dwellings.

Citizens should be encouraged to participate in both planning and implementation of renewal plans.

It should be possible for residents who move within the city to find adequate housing; it should also be possible for those with strong neighborhood ties to find housing and environmental satisfactions within their community.

The city's diversity should be maintained ... the loss of middle-income families with children is harmful; the city should seek to retain its present proportion of families with children -- approximately 23 percent of the total number of households. (CRP Final Report, pp. 4-5.)

Within the framework of these objectives, the CRP set forth an overall strategy for long-range renewal:

"The needs of the upper- and middle-income groups are to be met by advancing the quality of existing housing and the physical environment as incomes rise, by encouraging private enterprise to provide new housing where needed (also where necessary, using various special financial aids), and by renewal programs aimed at maintaining and improving the quality of the city's neighborhoods, particularly those deemed uniquely suitable for family living.

"The needs of lower-income groups are to be met by rent supplements to lower-income persons to permit them to pay for new private housing, by providing standard housing from the existing stock, by direct public investment in new or rehabilitated low-rent housing and by job-creating and income-improvement programs designed to enhance the earning capacity of lower-income groups so that their incomes will rise and they will thus be able to afford standard housing from their own resources." (CRP Final Report, p. 10)

The CRP mentions several specific policies as critical:

Maintain and upgrade the existing housing stock.

Renew residential areas for the present residents.

Link physical renewal with human resources development.

Develop a citywide approach to renewal.
(CRP Final Report, pp. 10-13)

The CRP then set specific housing targets which, it was felt, the City could reasonably expect to meet by 1972.

First, the City "should aim to upgrade virtually all substandard and seriously substandard units", either by code compliance or by demolition.

Second, "to meet the long-range housing needs of middle- and upper-middle-income groups and to eliminate current housing deficiencies, the private building industry should increase the rate of new private construction to about 3,400 units per year, or a total of 20,400 units in six years (by 1972). These new units should be primarily rental or owner-occupied single-family structures and rental structures with five or more units." To provide for moderate-income families, about one-quarter of the private construction -- 725 units per year -- should be subsidized by Federal Below Market Interest Rate (BMIR) programs.

Third, "a minimum of 9,650 standard units will be required for low-income households during the period". These would replace existing substandard units only. (CRP, pp. 119-122)

These CRP targets have generally proven to be unrealistic in terms of the total numbers set as goals and the proportion of subsidized units. A brief re-evaluation of both the targets and policies is useful for understanding the targets recommended in this Improvement Plan.

The most recent comprehensive survey of San Francisco housing, the 1960 U.S. Census, found about 45,000 households in substandard housing; about 15,000 of those were classified as seriously substandard. The CRP target of 3,400 new units per year -- 725 of which should be subsidized for moderate-income families -- was set to replace substandard units where necessary and to expand the existing supply of sound housing.

Another CRP target specified the need for more than 4,000 units of low-income housing, either newly constructed public housing or private units made available through the use of rent supplements.

None of the three targets, for private, subsidized moderate and low-income needs, has been met since the CRP final report was published. In 1966-1968, private construction averaged 1,900 units annually, about 1,500 short of the CRP goal. Builders cited scarce land, difficult financing and stringent code standards as some reasons for the construction slump. The rate of construction declined to 1,365 units in 1969, and the low number of current applications for residential building permits suggests that even fewer units will be built in 1970.

New construction has also failed to provide the proportion of housing types recommended by the CRP. While the targets suggested that single-family homes should predominate, actually that category has been relatively small. In 1968 only eight percent of the units built were single-family, while about 57 percent were built in structures with twenty or more units. Even more significant in terms of CRP targets for family housing is the demolition rate for single-family dwellings. Of the 2,468 residential structures demolished in San Francisco from 1960 to 1968, 1,538, more than half, were single-family homes. During that period 3,643 new one-family units were constructed, leaving a net increase in the single-family inventory of 2,105, an average annual increase of about 234 units.

The CRP suggested that 725 of the 3,400 new private units constructed each year be subsidized for moderate-income families, a total of 4,350 by 1972. By early 1970, however, due to the shortage and high costs of land, the tight money market, and the unreasonable cost limitations of the Federal government for construction of low- and moderate-income housing in San Francisco, only 824 units had been completed. There are, however, 2,885 units of moderate-income housing scheduled for completion by 1972.

Of the 5,500 public housing units authorized by the voters since 1960, 1,369 have been completed and 1,571 are scheduled for completion by 1972. About 30 percent of those units completed and 82 percent of those scheduled are for the elderly; these apartments do fulfill a critical housing need. In terms of CRP targets, however, they are not adequate.

Besides the specific unit number, size and price range targets which have not proven workable, some CRP policies and objectives seem unrealistic, viewed from the perspective of 1970.

Perhaps least realistic, judged by the experience of the past several years, was the CRP conclusion that it would be possible, by 1978, to change both the composition and income distribution of San Francisco's population: "If by enhancing the quality of the living environment and otherwise meeting housing needs this families-with-children ratio (23 percent) can be maintained and if a large proportion of low-income people can be brought into the so-called 'income acceleration stream' through various socio-economic programs -- both obtainable objectives -- the city can expect the 'target' population by 1978 ..." (CRP, p. 64).

That target population for 1978 was compared to the population projected if current trends in income and migration continued without changes in public policy. The CRP predicted that if its recommendations were followed, the "target" population would have a higher median income, more white and fewer minorities, more middle-income households with children and fewer low-income households.

The residential construction targets were set primarily to encourage middle-income families with children to remain in San Francisco, not to move to the suburbs. The Final Report recognized that a major suburban attraction is the low-density, single-family detached home, which provides the kind of living environment many American families view as most favorable for raising children. To meet the demand for housing of that type would be difficult, because vacant land suitable for low-density construction is scarce and expensive, particularly in those San Francisco neighborhoods which could provide residential amenities comparable to those offered by suburban developments.

These difficulties were acknowledged by the CRP, which offered some suggestions: "... divert a large portion of the households without children to other, more economic, higher-density housing, leaving the bulk of the single-family dwellings for families with children ... New garden apartment developments with interior open space and other amenities might divert some of the family-with-children demand away from single-family units ... New building sites might be 'created' on reclaimed waterfront land or other publicly owned land ... Zoning changes in height and side-yard requirements would facilitate addition of one or two bedrooms to existing smaller single-family structures ..." (CRP, pp. 68-70).

To date, neither public action nor private ingenuity have provided any large new tracts of land for development of detached single-family homes. The small number of subsidized

Table 10

SUMMARY OF COMMUNITY RENEWAL PROGRAM

Population Composition Estimates

	1960	1978 Trend	1978 CRP Target
<u>Total population</u>	740,316	854,808	866,673
% white	85.75%	71.17%	76.05%
% Negro	7.55%	16.49%	13.01%
% other	6.70%	12.34%	10.94%
<u>Total households</u>	291,137	327,540	332,206
% adult only	70.82%	71.25%	68.12%
% w/ children	29.18%	28.75%	31.88%
<u>Median income</u>			
Households with adults only	\$3,660	\$5,194	\$6,132
Households with children	\$7,168	\$9,498	\$8,980

Source: CRP Final Report, 1965, p.65

moderate-income family units built since 1960 have been forced by land, construction and financing costs to be relatively dense town houses or garden apartments, without a suitable portion of common open space, much less any private yards.

These recommendations for residential construction may have seemed reasonable in 1965, when 20,136 units had been constructed since 1960, the 1965 National Housing Act gave promise of several significant new housing programs, and the Poverty Program had begun, with high hopes for the poor. The indications that construction was expanding and that massive aid would be available to help cities deal with both physical and social problems might account for some of the optimism contained in the CRP targets.

These trends and programs have not fulfilled their promises. A closer examination might help explain why CRP targets have not been incorporated in this Improvement Plan.

First, residential construction had been increasing in San Francisco during the mid-1960's, a trend which the CRP might reasonably expect to continue. However, a combination of national inflation, increased war expenses, heavier taxation and local land scarcity and construction costs have caused an actual slump in city building. Those units which have been built since 1965 have been predominantly small and relatively expensive apartments in large structures, not calculated to meet the demands of families with children.

Partly as a result of this newly available housing and partly in reaction to demolition of 3,252 units since the CRP was completed, the city's population appears to be shifting according to projected trends, not according to recommended targets. The survey recently completed for the Department of City Planning indicates the presence of more low-income residents, fewer middle- and moderate-income families with children and more one- and two-person households. The CRP targets anticipated that meeting recommended new construction quotas would both replace substandard units and provide for a vacancy rate of at least five percent (CRP, p. 66). In fact, the Department survey showed a 1969 vacancy rate of only 2.28 percent, less than half the rate found by a similar survey in 1966.

Of the new programs offered by the 1965 Housing Act, four were singled out by the CRP as a feasible alternative, an interim renewal treatment between "heavy relocation" and "leaving an area completely untouched". (CRP, p. 11).

The first was Section 101 which offered "rent supplements for tenancy and ownership to low-income families in 221(d)(3) (moderate income) housing." To date, this program has not been used in San Francisco: Federal mortgage limits, plus high city land costs, practically preclude construction of 221(d)(3) projects, except in renewal areas. In urban renewal areas, however, \$3 million is now committed by contract for Federal rent supplements, and another \$80 million is programmed.

The second was the Section 23 Leased Housing Program which enabled local housing authorities to expand their low-rent inventories by purchasing or leasing existing units. This program also has been inadequately funded since 1965; however, it has been used in San Francisco. The purchase, or "turnkey" program provisions are extremely limited; some units have been scheduled in San Francisco. Again, the problems are related to the discrepancies between Federal maximum purchase allowances and the high cost of land and construction in San Francisco. The leasing provisions have fared better in the city, but are much less significant than the CRP predicted. About 1,500 units have been authorized, but the Housing Authority has only been able to keep slightly over 900 in its inventory. Although new units are added to the program, current ones are removed, for a variety of reasons. The Section 23 maximum rent allowances are low for San Francisco, and with a vacancy rate of only two percent, landlords are reluctant to commit apartments to a long-term relatively low rent when they might get more by offering to the private market. These and other problems of maintenance, lease arrangements and code standards have made the Housing Authority reluctant to expand its use of the leasing program.

The third tool mentioned by the CRP was the two programs which provide grants and low-interest (three percent) loans for code repairs and rehabilitation of residential properties. Combined with a Federal grant for program staffing, the City has used these 1965 Housing Act provisions in its Federally Assisted Code Enforcement (FACE) projects and renewal areas. Over \$1.3 million has been loaned in the Western Addition for rehabilitation and another \$50 million in rehabilitation loans are programmed.

The FACE program has been both successful and popular; the first four areas will be completed in 1970, with 2,987 structures brought into compliance with City code standards. Three more FACE areas with about 1,500 structures will be completed in 1972 or 1973, and other sites are under study. However, current staff and funding enable FACE to bring only 500 to 1,000 structures up to code standards each year, and it is unlikely that that production rate will be increased

appreciably in the next few years. Besides overestimating the impact of FACE on housing conditions, the CRP Final Report overestimated its possible usefulness in many areas of the city which are not yet blighted enough for renewal but are in obvious need of strong public action. Staff investigation has shown that potential loss of low-rent, illegal units and possible displacement of low-income tenants make FACE a program to be used in dense, run-down, predominantly renter areas only with caution. The program is currently being tested in two such neighborhoods; it will be expanded only if it causes minimum displacement and only after results of the present projects are carefully analyzed.

Along with new construction and Federal aids to improve and expand the offerings of the San Francisco housing stock, the CRP placed heavy reliance on "anti-poverty, manpower training and development, vocational education and other programs designed to improve economic and social well-being of low- and moderate-income households". (CRP, p. 11).

The San Francisco Economic Opportunity Council (EOC) is the local mechanism of the Federal Anti-poverty Program, which has been operating since 1965. Although many of its health, education and community action programs have had perceptible results, there is scant evidence that large numbers of low-income people have been brought out of poverty. An evaluation study completed in June, 1968, found that "unfortunately, most of the poor are inexperienced, and paradoxically the desperately needed programs suffer or don't get off the ground". ("The City's Anti-poverty Program". a SPUR report, June, 1968, p. 10.)

The 20 percent across-the-board cutbacks recently imposed by the current administration on all anti-poverty programs will partially curtail even those services which the EOC does provide. This discussion is not meant to be a negative evaluation of the San Francisco EOC or the Federal Anti-poverty Program. It is, however, an answer to the unrealistically high expectations held by the CRP in 1965.

F. DAHI RATING SYSTEM

About 60 percent of the dwelling units in San Francisco are within the jurisdiction of the Division of Apartment and Hotel Inspection (DAHI), which is responsible for insuring that the multi-unit residential buildings and hotels are in compliance with City codes. In 1968, DAHI did a survey of these 17,200 structures to determine priorities for code enforcement. Major emphasis in this survey was upon the two deficiencies considered to be the most serious fire dangers: illegal occupancy and lack of proper egress. Structures having either of these violations were designated "priority one" for purposes of code enforcement. On the following page is the priority rating sheet used by DAHI.

DEPARTMENT OF PUBLIC WORKS
BUREAU OF BUILDING INSPECTION
DIVISION OF APARTMENT & HOTEL INSPECTIONS

DIST.# _____
CT _____

PRIORITY _____

PRIORITY RATING OF APARTMENTS & HOTELS

Location _____

Item	No. of deficiency points				
	5	3	2	1	0
1. EGRESS - Deficiency rates automatic priority 1					
2. UNLAWFUL OCCUPANCY - Deficiency rates automatic priority 1					
3. NUMBER OF FLOORS					
Two or less floors					
Three or more floors					
4. SIZE OF STRUCTURE					
Apts. 15 or less units					
16 or more units					
Hotel 19 or less guest rooms					
20 or more guest rooms					
5. CONSTRUCTION DATE					
Prior 1923					
After 1923					
After 1947					
After 1952					
6. STAIRWAY ENCLOSURE TO BASEMENT/CELLAR					
7. STAIRWAY ENCLOSURE/SPRINKLER SYSTEM PUBLIC HALLS CORRIDORS STAIRWAYS					
8. VENTILATION STAIRWAY/PUBLIC HALLS/ ELEVATOR SHAFT					
9. FIRE ALARM SYSTEM					
10. LADDER/STAIR LOWEST FIRE ESCAPE BALCONY TO GROUND					
11. STAIRWAY/SCUTTLE FROM PUBLIC HALLWAY TO ROOF					
12. STRUCTURAL STATUS					
13. SANITARY STATUS					
14. MAINTENANCE					
15. ELECTRICAL STATUS					
16. PLUMBING STATUS					
17. TOTAL OF DEFICIENCY POINTS _____					

257-5-170

